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House of Commons

16

CANADA

SECURITY, OPPORTUNITIES AND FAIRNESS: *Canadians renewing their social programs*



Report of the Standing Committee
on Human Resources Development

1995



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HOUSE OF COMMONS

Issue No. 67

Tuesday, January 17, 1995

Tuesday, January 31, 1995

Chairperson: Francis LeBlanc

CHAMBRE DES COMMUNES

Fascicule n° 67

Le mardi 17 janvier 1995

Le mardi 31 janvier 1995

Président: Francis LeBlanc

Minutes of Proceedings and Evidence of the Standing Committee on *Procès-verbaux et témoignages du Comité permanent du*

Human Resources Development

Développement des ressources humaines

RESPECTING:

Pursuant to an Order of Reference from the House dated February 8, 1994, a study on the modernization and the restructuring of Canada's social security program

INCLUDING:

The Seventh Report to the House

CONCERNANT:

Conformément à l'Ordre de renvoi de la Chambre en date du 8 février 1994, un examen de la modernisation et de la restructuration du système de sécurité sociale du Canada

Y COMPRIS:

Le Septième rapport à la Chambre

WITNESSES:

(See back cover)

TÉMOINS:

(Voir à l'endos)

STANDING COMMITTEE ON HUMAN RESOURCES
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Maria Minna

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(Quorum 8)

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Lucile McGregor

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John Murphy
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Paddy Torsney
Tony Valeri

(Quorum 8)

Les greffiers du Comité

Luc Fortin
Lucile McGregor

Order of Reference

Extract from the Votes and Proceedings of the House of Commons of Tuesday, February 8, 1994:

Ordered,—That the Standing Committee on Human Resources Development be directed to consider broadly, to analyze, and to make recommendations regarding the modernization and restructuring of Canada's social security system, with particular reference to the needs of families with children, youth and working age adults;

That the Standing Committee's work be undertaken in two phases as follows: (i) an interim report by March 25, 1994, on Canadians' concerns and priorities regarding social security and training and preparations to receive the Government's Action Plan and proposed changes; and (ii) a final report by September 30, 1994, including a review of the Government's Action Plan and recommendations for reform.

Order of Reference amended:

Extract from the Votes and Proceedings of the House of Commons of Thursday, October 6, 1994:

Ordered,—That notwithstanding any Order of the House, the report deadline for phase II of the Order of Reference to the Standing Committee on Human Resources Development on February 8, 1994, government business No. 4, be extended to February 6, 1995, and

That the Committee be empowered to authorize radio and television broadcasting of any of its proceedings.

ATTEST

ROBERT MARLEAU
The Clerk of the House of Commons

The Standing Committee on Human Resources Development

has the honour to present its

SEVENTH REPORT

Pursuant to its Order of Reference of Tuesday, February 8, 1994, your Committee has undertaken a study of the modernization and restructuring of Canada's social security system.

The Committee's modified Order of Reference stipulated that a final report must be tabled in the House of Commons no later than February 6, 1995.

Acknowledgements

The Standing Committee on Human Resources Development embarked on its study of Canada's social security system on February 8, 1994. This Report is the culmination of the Committee's Phase II consideration which provided Members, from both sides of the House, the opportunity to travel across the country and meet with Canadians concerning these very important subjects. In one of the most intensive consultations ever undertaken by a parliamentary committee, we travelled to over twenty-two cities in five weeks. The Committee could not have completed its study without the co-operation and support of numerous people.

The Chairman and Members of the Committee extend their thanks to all those who participated in this vast consultation process. To the over six hundred organizations and individuals who appeared before the Committee and to the hundreds more who submitted briefs, we are grateful for your interest and your participation.

The Committee would like to acknowledge the research staff of the Library of Parliament, June Dewetering, Sandra Harder, Antony Jackson, Kevin Kerr, Nathalie Pothier and Vivian Shalla for their continuing assistance to the Committee. The Committee also thanks Dr. Michael Prince of the University of Victoria and Mr. Jean-Michel Cousineau of the *Université de Montréal*, for their expert assistance.

The Members of the Committee are grateful to the assistants and researchers in their respective offices and caucus bureaus who made an important contribution to the work of the Committee. Maxime Fréchette for the Bloc Québécois and John Robson for the Reform Party, travelled with the Committee and provided their respective parties with efficient service and helpful advice. The Committee would also like to thank Paul Genest, Caroline Chisholm and Deborah Coyne of the Liberal Party Research Caucus, and their colleagues, for their work throughout the study and, in particular, for their participation in the drafting of this Report.

Thanks are also extended to the interpreters who provided excellent service, particularly during the Committee's travels and to the console operators, all of whom worked long hours under often difficult conditions. In addition, Barbara Reynolds, of the Parliamentary Centre did an excellent job of mapping out the Committee's initial consultation plan and Air Niagara's crew and staff provided the Committee with a "home away from home" as we crossed the country.

The Committee is grateful for the communications advice from David Humphreys, and Michele Tremblay and Joseph Mayer, who helped in dealing with the numerous media inquiries as the Committee travelled across the country.

The Committee thanks the dedicated staff of the Committees Directorate, in particular, Ginette de Repentigny, Mark Geres, Lena Lecuyer, France Lewis and Claudette Pion for their hard work in maintaining the Committee's administrative matters in order. Additional administrative and procedural support was provided throughout the study and we are grateful to the Committees Directorate for their co-operation in this mammoth task. Thanks are extended to the Publications Service who produced this Report within an exceedingly tight time frame. Special mention should be

made of Lise Tierney, Administrative Support Officer, for her heroic efforts in organizing the Committee sojourn across the country.

The Committee thanks the Clerks of the Committee, Luc Fortin and Lucile McGregor, who organized the hearings and ensured that the Committee's objectives were met in a timely and appropriate manner.

Finally, the Chairman wishes to thank his colleagues on the Committee for their dedication and perseverance during the course of these hearings.

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INTRODUCTION

The Minister of Human Resources Development has launched one of the most profound and wide-ranging debates in recent Canadian history with his address on January 31, 1994, in the House of Commons and his release on October 5 of the document *Improving Social Security in Canada: A Discussion Paper*. The debate—on how best to redesign and reform Canada's system of social security—is one that affects virtually every Canadian.

Accordingly, the Minister invited all Canadians to participate in the debate. He then charged this Committee with the task of pulling together all of the information received, analyzing it and presenting this report to the Parliament of Canada and therefore to all Canadians.

Our particular mandate was ultimately set out for us and defined by the Parliament of Canada, which instructed us “to consult broadly, to analyze, and to make recommendations regarding the modernisation and the restructuring of Canada's social security system, with particular reference to the needs of families with children, youth and working age adults.”

This document is our report to Canadians. It is framed by three broad themes—themes we developed from listening to Canadians, themes that we believe best articulate a new vision of social policy in Canada:

- Caring for Canada's Children
- Investing in People
- Enhancing Security and Fairness

Canada's network of social benefits, rights, and responsibilities—our social security system—is integral to our country's fabric and vital to our nation's future. Modernizing and restructuring the social security system deals not just with dollars and cents; it includes encouraging job creation and improving access to employment; taking into account changing needs in the family, community, economy and workplace; and strengthening the fabric of Canada. Renewing social programs means doing a better job of investing in people through tackling child poverty, improving employment development services, providing high quality child care, expanding access to higher education and lifelong learning, and implementing independent living principles and programs for persons with disabilities.

The Minister of Human Resources has invited Canadians to participate through their elected Members of Parliament; through workbooks, discussions papers, and videos; through forums and town halls; and through seminars and policy colloquia across the country. All of these consultations were recorded and tabulated and are distilled in this report.

PHASE ONE OF OUR WORK

The Standing Committee's work was undertaken in two phases. In the first phase the Committee held intensive public hearings in late February and early March of 1994 in Ottawa and, by video-conference, in five other cities: Edmonton, Sarnia, Sydney, Quebec, and Vancouver. This was the first time in Canada that a parliamentary committee consulted using video-conference technology, an approach that the Committee found both effective and efficient. Overall, the Committee received two hundred submissions in the first phase. The Committee then prepared an interim report, tabled March 25, 1994, on the concerns and priorities of Canadians regarding social security and training.

As the Committee's mandate in the first phase was to listen to Canadians, our interim report did not contain any recommendations. It did, however, include several principles of reform that the Committee thought appropriate to guide subsequent phases of the review. In the first phase of consultations, we heard clear and widespread messages about the need to reform Canada's social security system. While our social programs have served us well in the past, Canadians told us that fundamental change is needed in the way we support each other. Three broad priorities emerged from this testimony: the increasing pressures on Canadian families and the unacceptably high number of Canadian children living in poverty; the challenges facing Canadian youth and the need for more effective support, particularly in making the transition from school to work; and the needs of unemployed and underemployed adults, especially those coping with major shifts in the economy. As noted in our interim report, this preliminary phase of the social security review represented "a national brainstorming session" that involved Canadians in designing the terms of debate for the remainder of the process. Canadians expressed with passion their profound regard and sense of ownership towards Canada's social programs. They made clear to us that change had to occur in ways that reflected Canadian values.

THE GOVERNMENT'S DISCUSSION PAPER AND AGENDA: JOBS AND GROWTH

The Discussion Paper is not a government policy blueprint but rather sketches possible new directions and options for changing some social

programs. The Paper focuses on the federal dimension of the system, specifically in the areas of working, learning, and security. The programs considered include unemployment insurance, employment development services, child care, and federal support for persons with disabilities, post-secondary education, social assistance, and social services. The central question dealt with by the Paper is how to improve opportunity and access to jobs for Canadians. The Paper describes some of the key programs in the current system, makes a case for the comprehensive reshaping of social programs, and sets out a number of reform priorities and options to stimulate debate among Canadians.

From late October 1994 through January 1995, the federal government released a series of Supplementary Papers that provided the Committee and Canadians with more information on the needed reforms and the current social policy system, as well as analytical detail on the options outlined in the Discussion Paper. These Supplementary Papers, listed in Appendix D, provide documentation on the existing programs and client groups, statistical background, and policy analysis. Copies of the papers are available from the Department of Human Resources Development.

The review of social security in Canada represents but one element of a four-part review of federal government finances and priorities, which was outlined by the Prime Minister on September 18, 1994, and forms the *Agenda: Jobs and Growth*.

On October 17, 1994, the Minister of Finance tabled a document entitled *A New Framework for Economic Policy*, which proposed a broad framework for the exercise of policies to pursue economic growth in Canada. This was followed by *Creating a Healthy Fiscal Climate*, which presented an update on the state of the Canadian economy and federal government finances. The latter document challenged Canadians to suggest ways in which Canada's deficit could be reduced. At the same time, the Minister of Intergovernmental Affairs and Minister responsible for Public Service Renewal has been carrying out a wide-ranging internal review of the entire spectrum of federal government programs and activities to find ways to reduce government expenditures and streamline government operations.

In late November 1994, the Minister of Industry released a document, *Building a More Innovative Economy*, which outlined a series of more focused measures and strategies for creating a climate of economic growth and job opportunities in Canada.

As well, other ministries of the Government of Canada have been engaged in reviews and activities touching aspects of the social security review. The Minister of Justice, along with the Secretary of State for the Status of Women, is reviewing the area of child support. The implications of social

security reforms for Canada's Aboriginal peoples have also been the subject of an extensive consultation by the Secretary of State for Training and Youth.

PHASE TWO OF OUR WORK

The Committee's work in phase two has been to consult widely about the specific options presented in the Discussion Paper and to make recommendations for reform.

In order to complete our task and present a final report to Parliament on February 6, 1995, we undertook a rigorous and demanding schedule of consultations. We have relied on the ideas and information contained in the various submissions, and on the existing state of knowledge of the programs and issues. Along with the thousands of Canadians who have participated in the reform process to date, Committee members have travelled far in a short time. Despite the time constraints, and with the help of video-conferencing—not to mention the cooperative early winter weather—the Committee conducted one of the most substantial series of public consultations on Canadian social security programs ever held by a federal parliamentary committee.

The Committee held public hearings in Ottawa during October and December 1994, and January 1995, hearing from departmental officials, experts, and a wide range of national and local area associations. The Committee also travelled across Canada for five weeks from November 12 to December 17, holding hearings in twenty-four cities and towns in all ten provinces and two territories. During this time, we heard from a cross-section of local and provincial groups as well as from many individuals. In addition to formal presentations in each location, members of the public were able to speak to the Committee. For each day of hearings, two time periods were reserved, allowing up to twelve members of the audience to make statements to the Committee for the record. We found most of these presentations focused, animated, and interesting. In a number of communities, some Committee members visited sites such as union halls, employment centres, and food banks. These site visits gave us an additional opportunity to meet clients, front-line workers, and service providers and to discuss the possible impact for them of any reforms to social programs.

It was clear from the presentations we received that the programs constituting the social security system are an undeniable source of pride among Canadians. They are one underlying reason for the civil and compassionate society we have in Canada, and represent a defining quality of our nationhood. Not surprisingly, then, the government's proposals to reform the social security system elicited strong and passionate views among the witnesses we heard.

In certain cases, witnesses departed from the traditional form of testimony to express their views in song or in visual or theatrical displays. Indeed, the approaching festive season inspired some to adapt Christmas carols to make their points. On occasion, our hearings were temporarily disrupted by demonstrations. By and large, however, Canadians were respectful and eager to express and discuss their views with the Committee.

In phase two, over 1,200 submissions—in printed form, on audio or video cassette, or on diskette—were received from individuals and groups. Appendix B contains the names of those who made formal submissions. The Committee heard 637 witnesses in the second phase of consultation. In addition, more than 200 Members of Parliament organized or sponsored town hall meetings, another forum for public input and community response to social security reform. Canadians' views on the options in the Discussion Paper were also sought through a workbook entitled *Have Your Say*, prepared by the Department of Human Resources Development. This workbook described the options in the Paper and contained some tear-out sheets with questions about preferences. Appendix G provides a summary analysis of over 25,000 workbook responses.

The Committee also met with and reviewed the report of the Advisory Group on Working Time and the Distribution of Work, and the Working Group on Seasonal Work and Unemployment, both of which were created in 1994 by Human Resources Development Minister Lloyd Axworthy to make policy recommendations on these issues.

Committee members are mindful of the responsibility we have been given. The Committee's job has been to offer Canadians an opportunity to shape reforms to our social security system; to listen to the experiences and comments of individuals, groups and governments; to synthesize the results of this wide consultation and dialogue; and ultimately to propose a social policy framework for Canada for the 21st century.

In rethinking social policy, the Committee has examined both new and old problems facing Canadians. The dialogue on reforming social policy will go on. Following this report, there will be further public debate; the Minister will respond and propose some actions; negotiations with the provinces and territories and consultations with community stakeholders will take place; and legislation will be introduced in Parliament as part of the reform process. The Committee's contribution throughout is to help interpret public consensus, to clarify the issues and explore their interconnections, and to influence the scope and language of the policy debate.

In setting the stage for our Committee's assessment of the proposals contained in the Discussion Paper, it is important to be clear about what is—and what is not—included among the social programs under review. As

is evident in Chapter III, where we report on what the Committee heard, Canadians held definite and conflicting views on what should and should not form part of the social policy review exercise, not to mention the orientation the review should take. As outlined in the introduction to the Discussion Paper, the review covers programs affecting Canadians from birth to retirement. Programs for seniors such as Old Age Security and the Canada Pension Plan are excluded from this review.

Originally outside the scope of this review exercise was a broad range of so-called “social tax expenditures”—implicit transfers to individuals and families delivered as credits or deductions through the tax system. However, some prominent social policy analysts, such as the Caledon Institute of Social Policy, have argued strongly before the Committee and elsewhere that social tax expenditures ought properly to be included in a comprehensive review of social security in Canada. The Committee has been convinced by these submissions that discussion of social tax expenditures is appropriate in this review.

SCOPE OF THE REPORT

The Discussion Paper dealt with options for reform in three policy areas—working, learning, and security—which cover employment programs, unemployment insurance, post-secondary education, income support for children and families, and social services for several client groups. Social programs for seniors and the health care system were outside the scope of the Paper. Even within the limits of the Paper, the field of social security is vast. The programs under discussion represented direct federal expenditures of \$37.8 billion in 1992. Some of these programs, such as unemployment insurance and the child tax benefits, involve payments directly to individuals. Others, such as the Canada Assistance Plan and Established Programs Financing for Post-Secondary Education, involve payments to provinces. The Committee is mindful that a sizeable share of responsibility for social program activity covered by this review falls within the jurisdiction of provincial governments. Overall, the consultation process was not a simple exercise. What was on the minds of other Canadians was not always in our mandate or in the Discussion Paper. A number of individuals and groups emphasized the linkages among employment, health status, and personal well-being. We were told that besides the health care system, other factors contribute significantly to the health of Canadians, including good working conditions, quality and fairness, adequate income and housing, and literacy. The importance of adopting a holistic approach was conveyed to us forcefully by Aboriginal peoples in particular.

The National Crime Prevention Council argued forcefully about the direct relationship between effective social programs and crime prevention.

...When considering changes to those broader social structures [it is important] to also explore their impact on the factors that influence crime. We know that poverty, early childhood experiences, friends and schooling all may have an influence on delinquency and later adult crime.

Justice Minister Allan Rock has also consistently emphasized the importance of social supports in crime prevention, including housing, jobs, and health care:

The justice system alone is not going to be able to resolve the concerns of Canadians about safety in their streets. That's why whether a child has a hot meal has as much to do with how that child acts in school or in the street. (Edmonton Sun, January 1, 1995, p. N20)

Safe homes and safe streets for Canadians depend crucially on continued support of and improvements to our system of social programs. Though programs for seniors were outside the scope of the Discussion Paper, several seniors' groups appeared before us, and other groups also touched on such matters as retirement savings and pensions. Senior citizens, many of whom grew up in the 1920s and 1930s and experienced life before the modern social security system, reminded us of the historical importance of our network of social programs. They expressed concern about the future of all Canadians—their children, grandchildren, friends and neighbours—and strong support for maintaining a comprehensive social safety net. While the Canada and Quebec Pension Plans are outside the Discussion Paper, some witnesses reminded us that disability benefits paid out by the C/QPP are an important source of support for people with disabilities. We were also told that current CPP disability benefit regulations are a powerful disincentive for people trying to return to paid work or even attempting volunteer work on a regular basis.

Over the course of our consultations, many issues raised by witnesses went beyond those included in the Discussion Paper—for instance, job creation and community economic development, tax fairness, and social tax expenditures. The Committee also heard from witnesses who stressed the importance of incorporating into our social policy reform proposals the unique concerns of Aboriginal peoples, women, persons with disabilities, and members of racial and minority groups. These issues and concerns are essential to the reform of Canada's social programs and have been incorporated into our report.

POLICY THEMES AND PRIORITIES

While there is profound support for social programs in Canada, the Committee found no great support for the status quo. In this respect, the

Government of Canada has correctly read the public mood in proposing a major reform of the current system. Charting the direction for reform, particularly in a climate of fiscal restraint, requires great discernment, and Canadians hold passionate and conflicting views on the issues, as the Committee discovered.

One thing is clear, however: whatever the direction of reform, Canadians want to be involved. Across the land, there is a strong sense of ownership in our social programs and the values they represent. The process of renewing social programs must be a shared task. The Committee members felt deeply moved and privileged, as Parliamentarians, to have been part of this exercise. We believe the process of renewing our social programs will be ongoing; this debate is far from over. We see this report as reflecting the views of the witnesses we heard. We believe that, through their input, this report presents a viable course for the federal government and Canadians to consider as we pursue this important exercise.

The ultimate goal of the federal government's social policy should be to foster the full participation and contribution of all individuals, families, and communities as members of Canada. This grand objective emphasizes the aspirations, capacities, and diversities of Canadians. The emerging social roles of government will be to focus on investing in people, promoting the inclusion of people in their communities, and encouraging innovation in how social security is provided.

The Committee acknowledges the diversity of Aboriginal peoples in Canada and recognizes that they do not constitute one homogenous group. There is diversity in tradition and culture among the Métis, the Inuit, and status and non-status Indians. Contributing to this diversity are the various geographical locations where Aboriginal peoples reside: rural, urban, on-reserve, off-reserve, Inuit communities, Métis settlements, isolated and remote areas, and the North.

Based on our discussions with Canadians and after careful deliberation, we have concluded that our three broad themes—Caring for Canada's Children, Investing in People, and Enhancing Security and Fairness—represent an appropriate framework of priorities for the renewal of social programs in Canada.

The Committee believes that social security reform must include, as a fundamental priority, a comprehensive and unwavering commitment to reducing child poverty and improving the quality of life for Canadian children. Current child poverty rates in Canada are shamefully high, as many, including the United Nations, have noted.

A second priority must be sustainable community development and a coordinated approach by governments to training, local job opportunities,

and job creation initiatives. The Committee believes that resources should be directed towards fostering sustainable community development through community involvement in assessing local needs and delivering initiatives to meet those needs, especially in the case of training.

The Committee accepts the imperatives surrounding the debt and deficit. Sustaining quality social programs will not be possible unless we regain control of the fiscal situation. Efforts to redesign social programs and respond to pressing social needs must therefore be made through a reallocative approach and more efficient program designs, rather than through new spending initiatives or significant new increases in taxation.

On the subject of taxation, the Committee was struck by the large number of Canadians who believe there are fundamental inequalities in our taxation system. The Committee has concluded that for Canadians to embrace social policy reform, they must sense that we are striving for fairness across the board, and they must believe that the pain of deficit reduction is being spread equitably across society. This is why we believe it is important to begin a process of reviewing social tax expenditures at the same time as the review of other social programs. We have a historic opportunity to achieve an overall system design that coordinates direct social spending with the indirect social spending delivered by the tax system.

The Committee reaffirms the importance of pursuing equity as a public policy goal, both for the sake of our collective sense of social well-being, and because of straightforward economic imperatives. Studies by the Organization for Economic Cooperation and Development (OECD) indicate that more equitable societies in fact enjoy higher rates of general economic growth and productivity growth than less equitable ones. A growing number of economists are emphasizing this important fact.¹ Social spending in periods of recession also significantly lessens the impact of recession on the economy. The traditional commitment of Canadians to fairness and compassion has thus clearly produced concrete economic benefits, as well as having enriched the spirit and cohesion of our nation. This commitment and the attendant benefits help to explain why the UN has rated Canada the best country in the world in quality of life.

The values and principles we hold as Canadians lend greater meaning to our lives, enhance social cohesion, and make us proud of our country and its accomplishments. The government's jobs and growth strategy, including the redesign of Canada's social programs, must continue to unfold within the context of these values.

¹ See, for example, "Inequality: How the growing gap between rich and poor in America is hurting the economy", in *Business Week*, August 15, 1994, and "Inequality: For Richer, For Poorer" in *The Economist*, November 5, 1994.

CHANGING CONTEXTS AND CHALLENGES FOR REFORM

In releasing *Improving Social Security in Canada*, the Minister of Human Resources Development has been clear about the Government of Canada's firm intention to undertake reforms to Canada's social security system. The introduction to the Discussion Paper states:

The status quo is not an option. Changes in our economy, in our families, in our workplaces, in our communities, and in the financial standing of our country are too dramatic to allow us to tinker at the edges of social policy and programming. The fact is that Canada's social security system needs to be fixed.

Does Canada's social security system need to be fixed? If so, why? Do Canadians share the federal government's perception of the problems motivating reform? Do the proposals in the Discussion Paper represent real reform? These are the underlying questions that preoccupied many Canadians who appeared before the Committee.

A related set of questions concerned the link between the social security system and the state of the Canadian economy. Many witnesses asked the question of whether it is the social security system that needs fixing or the economy. Some witnesses felt that the faltering economy in recent years was increasing the burden on the social security system. Others maintained that aspects of the social security system were imposing the drain on the economy.

Central to the link between the economy and the social security system was the issue of jobs. "The best social program is a job," we heard time and time again. Many witnesses complained that the reform of social policy could not be considered in the absence of an effective job strategy, arguing that the Discussion Paper did not say enough about how the government proposed to create jobs. Some even questioned whether the government had such a strategy. Others argued that making reforms to certain social programs, especially unemployment insurance, was a key element in a job strategy. Still others felt that the government's broader fiscal, monetary, and trade policies, in particular the focus on the deficit, were responsible for creating high unemployment, and that changing these policies would render unnecessary the reform of social programs such as the government was contemplating.

With respect to the deficit, many witnesses expressed the suspicion that the government's real objective in reforming social programs was to achieve its deficit targets. "Don't cut the deficit on the backs of the poor and the unemployed," the Committee was told. Instead, we were urged to pursue other avenues for deficit reduction, through tax reform and the reduction of high interest rates, which were responsible for such high government debt service costs and, in the minds of some witnesses, were linked to the profits of banks and large corporations.

Regardless of their perceptions of the government's fiscal and economic policies, witnesses had no trouble finding reasons for making reforms to Canada's social security system. Perhaps the most pressing reason was dealing with the plight of the more than 1.1 million children in Canada who live below the low-income poverty line. Witnesses returned again and again to the embarrassing 1993 report of the United Nations Committee on Economic, Social and Cultural Rights and the report of Campaign 2000, both concerning the state of poor children in Canada. The fact that this statistic was linked to Canada's growing number of single parents, mostly women, was noted repeatedly.

Every bit as shameful to concerned Canadians as the problem of child poverty is the dismal situation faced by Canada's Aboriginal peoples. Many witnesses thought that finding ways to enable Canada's poor—whether the working poor or those living on some form of social assistance—to regain a measure of dignity and independence for themselves and their children was the overarching imperative of social security reform. In addition, it was made clear to us that we must find better ways of assisting persons with disabilities to fulfil their ambitions. Young Canadians need a sense of confidence that they will be able to pursue meaningful training, educational and work opportunities.

Aboriginal peoples overwhelmingly expressed the point that the social security reform process is inextricably linked to the inherent right of self-government. The Committee acknowledges this point and its significance to Aboriginal peoples. While the consideration of self-government is beyond its mandate, the Committee believes that this should not act as a deterrent to working together to improve the present social security system.

This point is illustrated in the presentation to the Committee by the Assembly of First Nations, in which National Chief Ovide Mercredi said:

It may first be noted that in discussions surrounding social security reform, that nothing in what is outlined here is in any way meant to be used as a substitute for, or as an alternative to, the settlement of legal, constitutional, treaty, land claim rights and the inherent right to self-government. Rather the suggestions here are meant to provide alternatives to the present framework for First Nations social assistance and programs.

The Committee is convinced that in modernizing our social security system, any reforms must adequately respond to the realities and requirements of the 1990s. In this Chapter, we survey the changing economic and social environment in which Canada's social security system operates.

CANADA'S SOCIAL SECURITY SYSTEM TODAY

From the 1940s into the 1970s, Canada's social security system developed into a broad and complex spectrum of federal, provincial, territorial, and joint federal-provincial-territorial or provincial-municipal programs (Box 1). The income security component of this system alone contains over one hundred programs to provide financial benefits to Canadians.

The mission of the social security system has been to provide protection to individuals and families against the loss of income, complemented by various public services in health, education, housing, and social services. A fundamental reform to our approach to social policy was the adoption of social insurance and payroll financing. These areas involve the collective pooling of individual risks by drawing on the resources of the community and, through public administration, providing basic income support to deal with risks and contingencies such as unemployment, disability, and sickness.

The original conception of Canada's social policy system was guided by three goals: security, nation building, and redistribution. In Canada the nation-building goal has meant forging "common bonds among various territorial units, language groups, and regional cultures. Universal social programs are important in this context. They represent one of the few spheres of shared experience for Canadians, an important aspect of our lives that is shared, irrespective of language or region."² With respect to the goal of redistribution, Canada's social security system focused, at least until the 1960s, on horizontal equity, transferring resources "from the employed to the unemployed, from the healthy to the sick, from the non-aged to the aged,

² Keith Banting, "Visions of Welfare State," in Shirley B. Seward (Ed.) *The Future of Social Welfare Systems in Canada and the United Kingdom*, Halifax, The Institute for Research on Public Policy, 1987, p. 151.

and so on.”³ In the 1960s and 1970s there emerged a stronger emphasis on vertical equity—or narrowing income inequalities between rich and poor—through income supplements and tax credits, along with a renewed emphasis on reducing disparities across regions and provinces.

Box 1: Social Security Programs in Canada

Other than Old Age Security, the Guaranteed Income Supplement, the Canada Pension Plan and federal support to health care, all of which are outside the scope of this review, the most important federal components are:

- Unemployment insurance, introduced in 1942 and expanded significantly in 1971.
- Child benefits, principally the Child Tax Benefit (including the Working Income Supplement), which replaced the Family Allowance and other tax measures in 1993.
- Canada Student Loans Programs, introduced in 1964.
- Federal support for post-secondary education, which is delivered through financial transfers to the provinces (Established Programs Financing), and which expanded rapidly after new legislation in 1967).
- Canada Assistance Plan, created in 1966 to support provinces in the provision of social assistance and services.
- Vocational Rehabilitation of Disabled Persons program, introduced in 1961.
- Federal support for employment, which expanded rapidly after new legislation in 1967, and more recently through Developmental Uses under Employment Insurance, and the Canadian Jobs Strategy.

Source: *Improving Social Security in Canada*, Human Resources Development Canada, October 1994, p. 12.

Canada's social security system has generally been a success. The Committee endorses the Discussion Paper's statement that:

Undeniably, the social safety net we built over the past several decades helped make Canada one of the world's most successful countries, rich in prosperity and opportunity. Programs such as unemployment insurance, social assistance and social services, child benefits, universal pensions and a national network of widely accessible colleges and universities have made our nation a beacon of civilized values.

There are two sides to the social security coin. One side is direct spending on the federal and joint federal-provincial-territorial social programs. According to the Discussion Paper, federal expenditures in 1994-95 on the programs under review will total \$38.7 billion. On the other side of the coin are the federal tax expenditures delivering social benefits to Canadians

³ *Ibid.*, p. 152.

through the income tax system. The latest report by the Auditor General states:

The government may also pursue policy objectives through the income tax system, providing relief from the payment of taxes through such measures as income exclusions and deductions, tax credits and deferrals. In many ways, these measures represent an alternative form of government assistance, with financial implications similar to those of direct expenditures. Therefore, they are referred to as tax expenditures.⁴

Along with the direct expenditures, tax expenditures represent an important feature of budgeting in the social security system. Tax expenditures are special provisions in the tax laws that give preference to selected individuals and groups in particular circumstances or who pursue a specific course of action. They are frequently used to encourage various social activities, such as retirement savings or investment, or to provide aid to various target groups such as the elderly or persons with disabilities.

The Caledon Institute of Social Policy estimates that social tax expenditures cost the federal government \$36 billion in 1992—\$53 billion when combined federal and provincial government forgone revenues are taken into account. (Appendix E provides quantitative estimates of the values of selected tax expenditures for 1992, the most recent year for which estimates can be provided.) There are more than thirty federal tax expenditures in the social security field.

SOCIAL CONTEXT

Over the last few decades significant changes have been occurring in Canadian family structures and social circumstances.

- Income inequality in Canada, as measured by total income, has been increasing since the early 1980s. The social role of the state, however, has contributed to a more progressive distribution of income in the country. Government transfer payments have helped to lower and stabilize income inequality, and taxation has also contributed to this pattern.
- Family structures are more varied. Today there are more lone-parent families with young children, more common-law unions, more two-earner families, and more single-person households.

⁴ *Report of the Auditor General*, Ottawa, Supply and Services Canada, 1994, Vol. 3, p. 6-20.

- Young families have lost ground economically and are starting out with fewer resources than did their parents. This represents a fundamental shift in the prospects for young families in Canada.
- Average family income after taxes has not improved on a continued basis since the 1970s, even with an increasing number of two-earner families. The proportion of dual-earner families increased from 40 percent in 1971 to over 60 percent of all families in 1991. This trend has implications for balancing family and work responsibilities, the need for child care, and employment development.
- Nearly 70 percent of women are in the paid labour force today, compared to only 44 percent in 1975. Women on average earn less, hold more non-standard jobs, and assume more household responsibilities than do men.
- Living in poverty remains a serious personal struggle for many Canadians (see Box 2). In 1992 nearly 17 percent of Canadians lived below Statistics Canada's low-income line, which demonstrates that poverty remains a pressing social problem.
- Divorce and separation have become more common over the past three decades. In 1960 the proportion of marriages in Canada ending in divorce was 5.4 percent; in 1990 the proportion was 41.6 percent. For families with children, the issue is the well-being of the children after separation or divorce. For couples without children, the problem is interruption of earnings and pension rights. A 1992 study by the Economic Council of Canada found that immediately after divorce and separation, women's family incomes (adjusted for family size) fell an average of 39 percent, while those of men rose by 7 percent on average.
- Currently, over 60 percent of mothers with children under the age of three are in the Canadian labour force. Despite the increase in licensed child care spaces over the last twenty years, the availability of quality, affordable child care facilities is still lagging. Human Resources Development Canada estimates that in 1993, licensed child care spaces were available for only about 16 percent of children aged twelve and under whose parents worked or studied more than twenty hours a week. For First Nations children living on reserves, spaces are available for only about 6 percent of the children whose parents work or undertake training.

Box 2: Putting a Face to Poverty in Canada**Children and Families**

In 1992, 1.25 million Canadian children lived in low-income families—that is, over 18 percent of all children, or nearly one child in every five; 51 percent of these children live in two-parent families and 43 percent live in lone-parent families headed by women.

In the same year, 62 percent of lone-parent families with dependent children—mostly headed by women—lived below the income cut-offs.

The Canadian Association of Food Banks estimates that, in 1993, of the 2.2 million people who use a food bank, 40 percent are children.

- Poverty is on the rise among young families, meaning that economic hardship will fall increasingly on parents and children during the critical years of family formation and childbearing.

Youth

- Over half of single people under the age of twenty-five lived in low-income circumstances in 1992. For families headed by young people, low income has increased to four in ten families from three in ten in 1982.
- The average unemployment rate for Canada's youth was 18 percent in 1993, although the national average was 11.2 percent in the same year.

Aboriginal Peoples

- In 1990, 27.9 percent of registered Indians off reserve and 41.5 percent of registered Indians on reserve were dependent on welfare at least some of the time.
- The unemployment rate for Aboriginal peoples in 1990 was 25 percent, compared to 10 percent for the total Canadian population.

Persons with Disabilities

- More than two-thirds of persons with disabilities had employment incomes of less than \$10,000 in 1989.

Source: Human Resources Development Canada, June 1994, and Aboriginal Peoples Survey, 1991.

The Committee is convinced that in modernizing our social security system, any reforms must adequately respond to the realities and requirements of the 1990s.

FISCAL AND ECONOMIC CONTEXT

Social security reform cannot be contemplated in isolation from the fiscal realities facing governments in Canada. Until the fiscal situation of governments improves, there will be no new money for new programs, including social programs. Furthermore, existing expenditures must be brought under control and, in some instances, reduced.

Undeniably, the debate on the reform of Canada's social security system is taking place within a difficult fiscal and economic context. Overshadowing this debate is the burden of debt and deficit faced by the federal government and all provincial governments. The Minister of Finance has committed the government to reducing the federal deficit from 6 percent of GDP to 3 percent by the 1996-97 fiscal year, a drop of some \$17 billion.

At the same time, it is the Committee's opinion that while the fiscal situation establishes the parameters of the review, the substantive policy issues cannot be dictated by the fiscal situation alone. This sentiment has also been expressed by the Standing Committee on Finance.

FAIRNESS, EQUITY AND COMPASSION

In addressing our fiscal problems, we must not replace national fiscal debt with national social debt. The effort to reduce debt and restructure the workings of government and its programs cannot be conducted on the backs of individuals least equipped to bear the social costs of change. Indeed, one of the prime dividends of reducing debt and deficits will be the increased ability to assist individuals to participate fully in the new global economy. The exercise of this principle precludes the use of "slash and burn" policies and economic shock therapies, the social costs of which would become quickly and painfully evident.

Many of the issues the Committee must address remain issues whether or not there is a deficit. Child poverty, working income supplements, child care, disincentives to work, labour market distortions, the lack of access to services for persons with disabilities, the high level of illiteracy, the training deficit, and the many others that were identified earlier in the Discussion Paper all deserve our urgent attention.

The Discussion Paper has been criticized on the grounds that it does not put forward a job creation strategy and that the proposed incentives for returning to work, and the monies the federal government has invested and is preparing to invest in training, do little to create jobs as such.

On the one hand, an answer to these criticisms can be found in the paper entitled *A New Framework for Economic Policy*, which gives a detailed description of the integrated policy of economic growth and job creation proposed by the government. On the other hand, the double-barrelled question of work incentives and training must be situated in the context of the quest for balanced development. If a milieu favourable to job creation is to be created, suitably skilled workers must be there to occupy the new jobs. There is no point in developing demand if no one is there to supply it, and vice versa. Thus the papers dealing with economic policy and innovation (*Building a More Innovative Economy*) go more deeply into job creation, while the paper on social security reform focuses mainly on an expanded student loan program, training, and work incentives. Taken together, these papers are components of a single agenda.

For many people the best social protection against unemployment and poverty remains job creation, hence the importance of government's role in

offering a modern, credible, and responsible job creation strategy. Such a strategy will appear modern if it is solidly based on contemporary realities. It will appear credible if it is balanced and if it incorporates recognized job creation factors. It will appear responsible if it respects the fiscal constraints currently facing Canada.

As the deficit increases, so too do the public debt and the government's interest payments and debt-servicing expenses. The increasing globalization of foreign trade has meant that for every dollar of additional income paid out to Canadians, an ever-growing proportion (currently 38 percent) of that dollar is spent abroad instead of in Canada. With the growth of the deficit and the public debt, upward pressure is created on interest rates and investment slows, as do residential construction and the purchase of durable goods.

The new phenomenon of the international mobility of capital (more than \$1,000 billion is traded every day on international money markets, compared to Canada's annual GDP of some \$740 billion) is increasingly countering what would once have been the anticipated effects of a policy of creating jobs by borrowing. The higher interest rates generated by government deficits provoke a capital inflow that drives up the value of the dollar and curtails exports accordingly. Higher domestic demand is thus counterbalanced by lower demand abroad for our products. The solution resides in ensuring economic growth, which is why employment and growth are inextricably linked. Since economic growth without improved productivity is hard to imagine, productivity and employment are also part and parcel of each other.

The paper *Building a More Innovative Economy* emphasizes what must now be seen as the main elements of economic growth: reliance on knowledge-based techniques, state-of-the-art technologies, and advanced training. It deals with government initiatives in the areas of the contribution of technology and the science and technology review, but also discusses help for small business growth, regulatory reform, innovative workplaces, trade policy for the 1990s, the federal strategy for promoting the environmental industry, export financing, energy efficiency measures, tourism development, infrastructures development, and building the information highway.

All these initiatives, which are related to the factors for economic growth, create jobs either directly or indirectly. But as noted earlier, the skilled workers must be there to take on these new jobs. That is why the paper on social security reform speaks explicitly about incentives for returning to work, about the importance of an adaptable labour force, about lifelong learning and greater access to learning opportunities, as well as about employment development services. Improved child care is also essential to allowing parents, especially women, to take advantage of these new

opportunities. This is how the reform of Canada's social security programs can contribute to and sustain the comprehensive strategy of economic growth and job creation—by developing the skills and abilities of workers and by helping workers with necessary supports.

To sum up, the overall strategy behind *Agenda: Jobs and Growth* centres on three broad and complementary themes: a responsible fiscal policy, a monetary policy that is prudent but alert to changing circumstances, and an economic growth policy that relies on a package of concrete initiatives. These three policies are all directed toward a consistent and integrated employment strategy, within which the reform of social security will have a decisive role in encouraging and supporting people in their desire to work and improve their skills. Several profound economic, social, and political trends are taking place in Canada; taken together, these changes are generating new opportunities and challenges for individuals, families, and communities. With these trends come new and pressing policy requirements.

III

WHAT CANADIANS TOLD US

One of the main opportunities for Canadians to take part in discussions on the reform of social security has been the Committee's public hearings across the country. This Chapter describes in some detail what we heard. Our intent is to reflect faithfully the messages and concerns expressed, noting differences as well as highlighting common themes.

Consultation is not about weathering the storm, hanging tough and listening to the people who agree with you. It is about searching for the common thread and developing a new consensus where none at first seemed possible. (Nova Scotia Federation of Labour)

Canadians told us their views on today's social security system, on the need for and purpose of reform, on the government's overall direction, and on the specific proposals in the Discussion Paper concerning the areas of working, learning, and security.

ABOUT THE SOCIAL SECURITY SYSTEM

A great number of witnesses told us that Canada's social security system is a valued national institution, a distinguishing feature of the country. Existing social programs, however inadequate or incomplete they may be, represent for many Canadians a heritage of achievements fought for and built by previous generations. We heard that social programs help define Canada as a sharing community and that, as concrete expressions of our nationhood, they are one of the central elements linking us together. A brief from the Social Planning and Research Council of British Columbia sums up this sentiment: "...it is our social security system that sets us apart from the United States. We in fact would argue that it is our social security system that serves as the 'glue' that keeps Canada together."

Canadians told us that our social programs have been based, in part, on the values of compassion and sharing. As one witness put it, evoking what strikes us as an appropriate Canadian metaphor, "...when there is snow on the roof of the cabin, you don't lock the door to those outside in the cold." We were also told that our system of social programs is more than a "safety net"; it is based on compassion, on providing basic support for people who are in need and who cannot work. It is a system that rests on considerations of protection, investment, and citizenship.

There was a great deal of support for the principle of contributory programs, such as unemployment insurance, in which eligibility for benefits rests on previous contributions through premium payments. For the most part, witnesses who addressed this principle saw an important difference between social insurance programs and social welfare programs.

A considerable number of Canadians told us that social security programs are essential to the economic well-being of Canadians. The interconnection between strengthening communities and attracting investment was emphasized by some witnesses. There were also many comments about social programs being an essential investment in Canadians and the economy in general.

Canadians identified several dimensions of what the social security system means for them. We heard that social security encompasses our commitments under the *Canadian Charter of Rights and Freedoms*, our international agreements and covenants, the role of community groups and the volunteer sector, and the special historic commitments and future relationships between Aboriginal peoples and the federal government.

A number of witnesses spoke to us about the achievements of the social security system: reducing social inequalities and regional disparities, providing Canadians with a high quality educational network across the country, and significantly lowering poverty among seniors over the past thirty years. Along with noting the achievements, however, a great many commented on the need for reforming social security and shaping a new system.

ABOUT THE NEED AND PURPOSE FOR REFORM

Canadians are looking to their governments at all levels to review and improve social programs. A key message that came across in submissions to the Committee was that Canadians welcome and support the review and reform of social security. Individuals and groups welcomed the chance to participate in the review of the Discussion Paper, and appreciated that the government was holding a public consultation through this Committee.

Many Canadians told us about inequities, restrictiveness, and complexities in various parts of social security policy. "A myriad of problems for persons with disabilities is inherent in the current social security framework," said the Consumer Organization of Disabled People of Newfoundland and Labrador. Other groups echoed this view.

Social programs are widely considered to inadequately serve the needs of Aboriginal peoples. We heard that the social security system still lacks culturally appropriate and locally based policies.

We feel that the programs and services are not designed to help us overcome our problems, but create a greater dependency, largely because policy is developed in distant offices by people with no understanding of the issues we deal with on a day-to-day basis.
(Inuit Tapirisat of Canada)

Improving the way we deliver income support, training, and employment services—in short, the way we do business in the social security system—was another reason for reform noted by many witnesses. As the Commissioner of Social Services in Windsor told us, “We’ve got multiple bureaucracies spending millions of dollars, when we could spend those dollars to serve the people that need them and minimize the reason for the need in the first instance.”

The purposes of reform that Canadians frequently mentioned included improving access to job opportunities, services, and community supports; directing more adequate financial resources to low-income families with children; removing program deterrents to employment and training; and modernizing twenty- and thirty-year-old social policies to better reflect today’s public attitudes and economic and social circumstances.

For some witnesses the main purpose of reforming social security would be to reduce public expenditures in order to contribute to deficit reduction and controlling the national debt. Many other witnesses, while embracing the need for reform, emphasized that this not be a cost-cutting exercise. Many witnesses expressed concern about losing or eroding the social programs we now have, and warned that lowering the safety net would aggravate social problems in Canada. They noted that Canada’s social spending is less than the average of the OECD countries.

While Aboriginal peoples making presentations to the Committee were supportive of employment development services, they had some concerns. The following quotation from the Métis National Council’s submission to the Committee is illustrative of what we heard: “Our chief concern must be jobs for our people. Basically we support measures that will assist Métis people to find jobs. The question is: Will the reforms being proposed to Canada’s social security system result in jobs for our people?”

Throughout our consultations, we repeatedly heard references to a Statistics Canada study that witnesses claimed showed social programs as accounting for only 2 percent of the federal debt. In reality, however, the study analyzed the contributions to the growth of the federal debt from 1975

to 1990 by revenue and expenditure.⁵ It did not examine the origins of the current level of federal debt. A note from Statistics Canada regarding the study states that “it is inappropriate to ascribe any changes in an existing deficit to changes in particular components of either revenues or expenditures. By focusing on fifteen-year trends the article may also have led some readers to conclude that program spending should be viewed as a neutral force throughout the period.”⁶

The Committee heard from many women’s groups during phase two of its proceedings. In addition, the Minister of Human Resources Development sponsored a two-day forum in Ottawa at which women’s groups from across the country gathered to formulate positions on issues related to the social security review.

Women’s groups appearing before the Committee and those taking part in the two-day forum expressed concern over the lack of a gender analysis in the Discussion Paper. They discussed the potential impact of the social security reform on women and stressed the importance of using the reform process as an opportunity to advance the status of women in Canadian society.

Women’s groups discussed the social and economic realities that put women at a greater risk of being or becoming poor. These realities for women include the high degree of segregation into low-paying and part-time employment; lower wages (on average, women earn slightly more than 70 percent of what men earn for similar work), voluntary work in the community and unpaid work in the home, including the primary responsibilities for child and elder care; the disproportionate share of work and family responsibilities; the primary responsibility for children in post-divorce and post-separation households; and violence in the home and in the workplace, including sexual harassment.

ABOUT THE DISCUSSION PAPER PROPOSALS

1) Caring for Canada’s children

Child Poverty

All witnesses were concerned about the level of child poverty in Canada, and compared our rate of child poverty unfavourably to that of European

⁵ H. Minoto and P. Cross, “The Growth of the Federal Debt,” *Canadian Economic Observer*, June 1991.

⁶ Note regarding the article “The Growth of the Federal Debt,” *Canadian Economic Observer*, August 1991, p. 3.17.

countries. They thought that governments in the past did not pay enough attention to alleviating the problem, and noted that we have not lived up to the goals of the UN Convention on the Rights of the Child. The lack of full indexation of child benefits ought to be dealt with, many witnesses told us. Some witnesses asked us to look at more than just the cash transfers that families with children receive, and to take a broader, more holistic view of the services such families need. Many also noted that children from poor families also have higher school drop-out rates.

We heard from the Canadian Mental Health Association—B.C. Division that 31.2 percent of children in social assistance families have psychiatric disorders. Preventive measures such as HeadStart Programs, the Better Beginnings Program, or Campaign 2000's life-cycle approach will pay dividends in the future, but ignoring the overall needs of the child will simply force society to incur greater costs in the long run. Preventive programs as well as income support are needed.

If we do not start today piecing together parts of tomorrow's solutions, the social cost will be even higher than the deficit is now. Are we prepared to pay the price? (Fédération provinciale des Francosaskoises)

The phrase "child poverty" itself troubled witnesses. Some felt that mislabelling the problems of low-income families or female single parents would result in misdiagnosing the problems, leading to ineffective remedies. Some witnesses expressed deeper fears that raising child poverty as a goal was only the first step of a government policy to reduce child poverty at the cost of increasing adult poverty. The child poverty problem cannot be solved by redistributing social program funds.

Child poverty was emphasized by Aboriginal groups due to overall lower income levels in Aboriginal communities than in the total Canadian population, greater dependence on social security programs, larger family sizes, and high birth rates.

Many witnesses felt the Discussion Paper had been far too hasty in concluding that the Guaranteed Annual Income (GAI) was not a practical way to deliver an adequate benefit. People pointed to a successful experiment in Manitoba which showed that the idea worked. Witnesses felt that a GAI could be financed by consolidating existing programs. The Canadian Artists' Representation said a GAI would simplify the social security system, ensure universality, and help achieve the goal of reducing child poverty. Others added that a GAI, unlike welfare, would allow recipients to maintain their dignity. As a national program, a GAI could reduce regional inequities as well as remove program inequities. On the other hand, the Canadian Advisory Council on the Status of Women told us

there were limits to what a GAI could achieve, and that a GAI should be considered only as a possible complement to labour market policies. A GAI could have provisions for additional support to persons with disabilities. Since the GAI involves some technical matters, it is discussed more fully in Chapter IV and in Appendix F.

Working Income Supplement

We heard many proposals for helping families in need. Enhancing the Child Tax Benefit (CTB) was often mentioned — the benefit could be doubled, or the Working Income Supplement (WIS) converted into an ordinary refundable credit to benefit the poorest of the poor. Witnesses recognized fiscal realities but also thought that child benefits in Canada were low by international standards and were without a universal element, unlike in most other countries. In addition, some witnesses supported income supplementation schemes.

The Committee heard from many groups that endorsed the concept of earnings supplementation programs for the working poor. The National Council of Welfare said a working income supplement “...has the ‘potential to be the most important new national social policy initiative in more than a decade.’” The Council noted that such a program could give “...a substantial boost to families on welfare in their efforts to break free of the system” and that, by helping working poor families with children, the program could contribute significantly to the battle against child poverty in Canada.

Child Tax Benefits

Many thought that the CTB and comparable programs, on their own, would not be enough. Parents need jobs or better jobs and they need supports such as training and child care. Some saw the problem as more deeply embedded in our society, noting that the feminization of poverty and the lack of equal economic opportunity for women has to be remedied, and that the prompt payment of child support could help. We heard quite moving testimony from women across the country about the stark problems they and their children face because of irregular, inadequate, or non-existent child support. As witnesses told us,

Tackling child poverty requires us to invest in modest income families (those above the poverty level and below the median) to prevent them from falling into poverty to become part of, and stay in, the social and economic mainstream of society. (Child Poverty Action Group)

Child Care

Most witnesses who spoke about child care were generally pleased to see the government's recognition that changes to child care are an integral part of the larger social security reform process. With some notable exceptions, many witnesses expressed concern that the Discussion Paper fell short of advocating and endorsing the implementation of an overall national child care program. They highlighted the need for upcoming federal-provincial-territorial negotiations to agree on a set of principles that would form the heart of a national child care program. Those who appeared before the Committee also stressed the need to revamp the way the federal government finances child care. In their view, moving toward a more dedicated funding approach was necessary for the future.

Canadians commented that although there are a range of child care options and a spectrum of child care facilities in Canada, there is no unified or coherent child care system across the country. Canadian child care was characterized as a "patchwork" of services, programs, and facilities that varies markedly among the provinces and territories. In light of the economic and social changes outlined in Chapter II, witnesses emphasized the need to deal with child care more comprehensively. They underscored the importance of preparing children for healthy development, and many saw high quality child care as a key contributor to this process.

Child care falls primarily within provincial and territorial jurisdiction. Under the Canada Assistance Plan (CAP), the federal government shares in child care expenditures made by provincial and territorial governments on behalf of low-income families or families likely to become "in need" without access to child care subsidies. In other words, there are "need" criteria attached to the federal funding dollars in CAP. Licensed group centres and regulated family-based child care services are eligible for cost-shared subsidies. Provinces and territories set the standards for regulation and licensing, including issues such as the qualification and training of staff, safety and health regulations, and requirements.

The federal government also funds child care through the Dependant Care Allowance scheme, a provision that allows participants in federally sponsored training programs a subsidy of \$20 per day to underwrite the costs of child care while they are in training. Additional child care dollars are allocated through Indian Affairs and Northern Development Canada in the provinces of New Brunswick, Alberta, Ontario, and Quebec, where child care services are subsidized for on-reserve status aboriginal families.

Tax expenditures on child care are incurred through the Child Care Expense Deduction (CCED) which permits parents to deduct up to \$5,000 from their income for each child under seven, and \$3,000 for children

between seven and fourteen (providing receipts are issued by the caregiver and total expenses do not exceed two-thirds of earnings).

Under the Child Care Initiatives Fund, a program scheduled to end in March 1995, the federal government will allocate \$5.5 million in 1994-95 for research and development of appropriate child care services and models.

The Discussion Paper emphasizes the extent to which child care intersects all of the major components of the social security review—working, learning, and security. Both the Discussion Paper and the Supplementary Paper on Child Care and Child Development reinforce the federal government's commitments to child care. These commitments include expansion of existing child care facilities through the subsidization or creation of 150,000 spaces. The funds to support this expansion would amount to \$720 million in new money over three years (contingent on annual economic growth of 3 percent or more), and these monies would be in addition to current direct and indirect funding of close to \$400 million. Funds for the first two years (\$360 million) were included in the 1993-94 budget. A portion of the \$720 million is to be directed toward creating on-reserve and northern community child care services.

Canadians told us to recognize that parents' needs and desires for the care of their children will vary, depending on family composition or situation, work and/or educational schedules or requirements, income, age and ability needs of children or parents, cultural/linguistic profiles, and situation in urban or rural settings. New approaches to child care will need to be comprehensive and flexible enough to respond to the diversities of the Canadian population.

Families and young children deserve a comprehensive child care system. This system should provide a broad range of child care services which include centre-based care, licensed and unlicensed home care, nanny care, emergency or short-term care and Family Resource Programmes. (Ontario Association of Family Resource Programmes)

The Committee was told that criteria such as affordability, quality, availability, and accountability have been associated with discussions on child care for a number of years, and that these criteria remain important in the context of child care reform.

There was concern over the fact that many child care spaces remain unoccupied simply because they are non-subsidized. At the same time there are long waiting lists in many provinces for the relatively few spaces that are more affordable because they are subsidized. Greater affordability is an important consideration. The current system sees wide variations across the

country with respect to affordability. We heard persuasive arguments that mechanisms to address this variation must be central to redesigning child care.

Child care advocates and child development experts who appeared before the Committee recognized that not all child care situations afford children high quality care and that development will suffer as a result of low quality care, regardless of whether it is received in a child care centre or a home care setting. Consequently, access to quality care is a priority.

We heard that ensuring high quality child care entails attention to issues such as staff-child ratios, the physical environment of child care facilities, training and qualifications of child care staff, and the notoriously low wages of child care workers. Many witnesses emphasized the need for national standards and principles in a newly designed child care system. Some witnesses also stressed that directing funding to not-for-profit child care, a model that they identified as a strong predictor of high quality care, was essential. Although there was strong agreement on the importance of high quality care, there was recognition that various models of child care have their own merits.

All children have the right to receive quality child care. All young children need child care that ensures child development in order that they can reach their potential...They need to be in an environment which promotes optimal child development...achieved through affection, interaction, stimulation and learning through exploration and discovery.
(Canadian Child Care Federation)

There is little debate regarding the issue of insufficient availability of child care services. We learned that only about 16 percent of children under thirteen years of age whose parents are employed or studying more than twenty hours a week are being served by the current number of regulated child care spaces. In addition, we were told that a relatively high percentage of parents would prefer to use regulated spaces but cannot do so because of insufficient access and affordability. Families in rural areas often find themselves at the mercy of geography; both their problems with access and their different needs, we were informed, must be addressed. Moreover, there are specific groups of children — particularly those with special needs — who are extremely underserved by the current system.

We did hear from those who spoke against the implementation of a coordinated national approach to child care. They asserted that child care decisions were best made by individual families and that federal child care dollars should be directed in the form of tax credits to families, which would

then make their own child care choices. They argued that a cross-country child care program would not benefit all families equally, adding that families that choose to raise their children at home are penalized in such a system. In addition to recognizing the costs of national child care, these commentators asserted that imposing a national program with attached standards might undermine the informal child care arrangements that some families have with neighbours, friends, or relatives.

We were told that the social security review represents an opportunity that cannot be missed, and that attention to child care should be an integral component of any vision for the future well-being of Canadian children and their families. Overall, we heard strong support for fundamental reforms to child care in the context of the social security review. We heard, for example that:

...the funding promised in the Red Book should be made more flexible to allow for improvements in existing child care services... laying new spaces on top of a dysfunctional patchwork of services would be counterproductive. (Ontario Coalition for Better Child Care Network)

Child Support

Many witnesses spoke to us about child support—its level, enforcement, and tax treatment.

2) Investing in People

Training

Canadians are unquestionably supportive of government assistance to help unemployed individuals return to work, and most recognize the importance of acquiring new skills in a dynamic economy like ours. However, a large number of those who expressed their views to us questioned the benefits of the Discussion Paper's emphasis on labour market programming, especially training, if there are no jobs available following program participation. The Committee was constantly told that job creation should have received greater attention in *Improving Social Security in Canada*. We also received numerous representations reminding us of the importance of communities and the need to afford greater prominence to their development. To this end, Canadians demonstrated continued support for measures designed to foster community development, regarded by many as an important vehicle for creating jobs and growth.

Employment Development Services

The federal government has a long history of providing labour market programs and services—for instance, job search assistance, labour market counselling, needs determination, training in the classroom and on the job, and job creation initiatives such as wage subsidies and self-employment assistance—collectively referred to in the Discussion Paper as Employment Development Services (EDS). These services are delivered through some 450 Canada Employment Centres, third-party contracts, sectoral councils, and community organizations. In 1993-94, more than 1.2 million people received assistance under these programs. The total cost of these initiatives was approximately \$3.3 billion; of this, \$1.9 billion (58 percent) was funded from the unemployment insurance account and \$1.4 billion (42 percent) was funded from the Consolidated Revenue Fund. The provinces also deliver EDS and collectively spent approximately \$1.7 billion on these initiatives in 1993-94.

The Discussion Paper proposes a number of measures to ensure that individuals have better opportunities for employment today as well as tomorrow. Intended to strengthen the government's commitment to investing in people, the proposed options seek to ensure that this investment becomes more effective for the needs of those it is supposed to serve. The Discussion Paper acknowledges that too few EDS are tailored to individual needs. Often people are directed to programs unsuited to their needs and/or their abilities. In too many instances, individuals end up receiving help that is unrelated to the needs of the local job market. A continuum of service built on strongly linked programs is usually absent because current approaches lack coordination, are too rigid, and are administratively complex. The Paper calls for a more flexible approach, giving greater responsibility to the provinces and community stakeholders.

The move toward greater community involvement in EDS design and delivery has begun, as evidenced by the development of new partnerships such as the Canadian Labour Force Development Board (LFDB); Aboriginal Management Boards; and provincial level partnerships such as provincial LFDBs in Newfoundland and Labrador, Nova Scotia, New Brunswick and Saskatchewan, the Ontario Training and Adjustment Board and Quebec's Société québécoise de développement de la main-d'oeuvre (SQDM). The SQDM already has some 11 regional bodies and local affiliates and provincial bodies are currently being developed elsewhere across the country. (Human Resources Development Canada, Annual Report 1993-94, p. 6)

Access to employment development services must also become more equitable and must better accommodate individuals who face barriers to gaining access to the labour market. The Committee heard that the removal of barriers to training is a key concern for Aboriginal peoples, persons with disabilities, visible minorities, and women. Barrier elimination is considered particularly important as a means of ensuring that all people fully realize their potential and prosperity. In this context, the Discussion Paper refers to enhancing new initiatives involving social assistance recipients and providing a better link between EDS and the *Vocational Rehabilitation of Disabled Persons Act*.

For the particular labour market training needs of Aboriginal peoples, the government has pursued the *Pathways to Success Aboriginal employment training strategy*. *Pathways* is based on partnerships established between Human Resources Development Canada and local and regional, and the National Aboriginal Management Board. Through these partnerships, Aboriginal peoples identify their particular training priorities and needs from a community, grassroots level.

The Committee heard considerable comment on *Pathways*, both positive and negative. Currently *Pathways* is undergoing a structural review, separate from the social security reform process. The results of the review will be of considerable interest to those involved in social security reform, given the direct link between *Pathways'* labour market training objectives and employment development services in broader terms.

For persons with disabilities, access to employment development services and the availability of information and training in alternative formats is critical. Moreover, individuals who deliver EDS should be knowledgeable about the particular circumstances and needs of persons with disabilities, and should work with these clients to ensure the proper accommodations.

The funding of expanded EDS is clearly an important issue, as the Paper recognizes that existing resources are insufficient to address adequately the EDS needs of all who require assistance. For its additional funding, the Paper relies exclusively on "savings" generated by a reformed unemployment insurance program and through administrative simplification.

...employment programs and services are currently more budget-driven than client-driven. (Employment Development Services: A Supplementary Paper, p. 10)

For the most part, public reaction to the Discussion Paper's proposals regarding EDS was positive. There was considerable agreement among those presenting opinions to the Committee on the need to enhance existing programs. This view was augmented by a show of support for the

government's emphasis on developing more effective training programs to combat unemployment.

. . . it is quite desirable that existing programs be improved on or even that employability and training programs for workers be multiplied. . . as long as they are effective and productive, lacking which it would be throwing money out the window. . . and as long as we do not harbour illusions and convince ourselves that we have found the miracle cure. (Conseil du patronat du Québec)

. . . working as an independent self-employed worker is the case of an ever larger number of Canadians. We must therefore create an environment such that this new reality be not only synonymous with financial precariousness and uncertainty. (Conseil canadien de la coopération)

A myriad of suggestions were offered. Some witnesses believed that more emphasis should be placed on basic skills development. If training is to become more relevant and is to better reflect local labour market needs, more input should be sought from business, labour, and other community interests. EDS must also become more tailored to the unique needs of individuals and must address personal barriers such as low self-esteem and learning disabilities.

...self reliance, self worth, confidence, empowerment, personal responsibility, unlocking human potential become the hallmark of our investment in each individual along with skill development and a job. (YMCA Canada)

For women, a high quality training system is integrated, has a diversity of models, is learner or client-centered, provides access to counselling and is adequately resourced. A quality system addresses the current and continuing needs and interests of the trainee, employer and broader community, and has a developmental focus. (National Women's Reference Group on Labour Market Issues)

Support was also expressed for developing a training/education continuum, or lifelong learning, to facilitate easy movement between education or training and work. Many noted the importance of maintaining a national presence, particularly in view of the interregional benefits that flow from investments in EDS, as well as skill certification standards that accommodate interprovincial mobility.

We were told that workplace training needs to be bolstered and that workers should have better access to EDS prior to a lay-off. The Committee was also reminded that firms conduct a significant amount of informal training, a fact that is often overlooked.

Today, EDS eligibility is convoluted, often dependent on the type of income support to which one is entitled and the duration of one's unemployment. More often than not, these factors are used to determine who has access to scarce program resources, rather than access being based on an individual's needs.

In creating new employment development services, consideration must first be given to the impact on members of the designated equity groups and their access to these programs. The government needs to state clearly that participation of the designated groups is a priority in the provision of all public assistance to workers as well as in all programs directed at employers. (Canadian Labour Force Development Board)

While support was expressed for transferring more responsibility for EDS, especially training, to the provinces, some witnesses raised a concern about the lack of adequate national certification standards. In this context, it was noted that we need to ensure that workers have not only a process for building on their skills, but also one that allows acquired skills to be recognized across the country.

Canada currently operates with a multiplicity of federal, provincial, municipal and private services to deliver labour market training and welfare-based services. This results in costly overlap and duplication of services. ...The principle that should guide the reform of these services is the elimination of unnecessary duplication and overlap. The "single window" idea...should be a central goal of reform. (Caledon Institute of Social Policy)

The concept of conditional income assistance was widely rejected. Many dismissed the notion of "workfare" as unreasonable and simply a means of ensuring the existence of cheap labour. However, some witnesses did view conditional income assistance as a more "active" approach for helping individuals re-enter the work world.

While many of those who presented their views to the Committee supported the need to develop more effective and better managed EDS, less support was afforded the government's proposal for financing enhanced EDS. The general thrust of this view is that unemployment insurance (UI)

should be available for income support, and “active” programs should be financed from government revenue and not UI premiums. Many proponents of this view felt that using funds in this way goes well beyond the short-term insurable risks for which UI premiums are intended. A contrary view, albeit less pronounced, was presented to the Committee.

This approach [a unified fund] would further entangle UI funds with other sources of government revenue, and obscure, rather than clarify, the disposition of UI premium funds. Premium payers are entitled, at minimum, to separate and transparent accounting of UI funds. The UI fund should be disentangled from overall government accounting of revenues and expenditures. (Canadian Labour Market and Productivity Centre)

We suggest training dollars that are now drawn from the Developmental Uses budget and those from the Consolidated Revenue Fund be pooled...with better control of spending, more program transparency, rigorous spending audits and regular assessments of programs. (Canadian Chamber of Commerce)

POST-SECONDARY EDUCATION

Witnesses widely supported the concept of lifelong learning, acknowledging the importance of continually updating skill levels in order to ensure future job opportunities. While the Discussion Paper focused on the financing of post-secondary education (PSE), other issues were noted by witnesses such as smoothing school-to-work transitions, making learning more portable, the role of technology in expanding access to learning, and international educational opportunities.

Witnesses, like the Discussion Paper, tended to focus on post-secondary education financing.

The information age is fully upon us and the speed with which new knowledge is created requires a commitment to lifelong learning. Canada must become a society of learners and Canadian universities must provide students of all ages, full-time and part-time alike, with the fundamental skill of learning how to learn. As described in the Discussion Paper, recurrent education, technological innovation in learning, school-to-work transition programs, student mobility and international education, will become hallmarks of a society

*dedicated to learning. (Simon Fraser University Administration,
Faculty Association, and Student Society)*

Throughout the Discussion Paper, reference is made to the importance of lifelong learning for success in the economy of the future. The paper's proposals on the financing of post-secondary education are designed to increase access by all Canadians to post-secondary education.

Canadians recognize the contribution of education to their quality of life and to Canada's economic growth and global competitiveness. For its part, the federal government acknowledges the importance of a highly skilled and adaptable workforce for our national prosperity. At present, the government contributes to the cost of PSE through the transfer of cash and tax points to the provinces under Established Programs Financing (EPF), and through the Canada Student Loan Program (CSLP). It also supports federal granting councils.

One implication of the 1994 federal budget is that transfers to the provinces for PSE will, at best, remain frozen at 1993-94 levels beginning in 1996-97. With the provinces receiving an increasing amount of the transfer in the form of money raised through tax points, the cash component is expected to decline steadily to zero within a decade; the tax points, however, remain in perpetuity.

Current federal support for PSE totals approximately \$8 billion annually, with \$6.1 billion of this coming under EPF. This amount consists of \$3.5 billion worth of tax points and \$2.6 billion in cash. The remaining \$1.9 billion in federal support includes the CSLP, representing \$500 million, and support for research grants by federal granting councils.

As Canada moves toward the 21st century, limited federal resources for education must be delivered in a manner that maximizes educational opportunities for all Canadians. The current financing system may not be meeting this challenge in the best possible manner, and alternative PSE financing arrangements should be explored. To this end, the Discussion Paper presents options for the future of federal financial contributions to PSE.

If we are to recognize that private industry, the student, and government are the chief benefactors of post-secondary education, then it seems appropriate that the responsibility to fund our institutions of higher learning should be shared by all three of these sources of funding. (University of Winnipeg Students' Association)

The Discussion Paper identified two options for the future of the cash component of federal financing of PSE. One proposal would see the

continued decrease in the federal cash component of EPF, so that within ten years the entire transfer for PSE under EPF would occur through tax points. Alternately, the federal government could shift spending from support of post-secondary institutions via the provinces to a system of expanded student loans and restructured grants to individuals. One suggestion in this regard is the introduction of income contingent repayment loans (ICRs).

Under an ICR scheme, federal resources could be used to make or guarantee loans to individuals. Access to tuition loan funding would not depend on need, and repayment of loans would begin only after the borrower had completed his or her studies and entered the workforce. At that time, the repayment schedule would match the borrower's ability to repay, depending on his or her income. ICRs could be integrated with the tax system so that loan repayments are deducted from the borrower's paycheque along with income tax payments. As is the case with the current system of student loans, the provinces could opt out of the ICR scheme and operate their own similar scheme.

As one variation on the basic idea of an ICR scheme, the Discussion Paper notes that existing loan support under the CSLP could continue to be available to those needing financing for tuition fees and living expenses up to current levels, with the ICR system to be applied to future tuition increases and to expanding access to learners not currently eligible for assistance under existing programs. Alternately, the existing loan program could be integrated with an ICR scheme.

I will turn now very briefly to income-contingent loan repayment. In principle, we support the idea of income-contingent loan repayment. Why wouldn't we? It's a good idea. After they graduate, many students will find themselves unemployed or underemployed. If they can pay back their loan as a function of their income, the default rate will fall, for one thing. (University of Calgary Students' Association)

The Discussion Paper also notes that options under an expanded loans program might include government guarantees of private lending by financial institutions; federal direct lending or, if preferred by the provinces, provincial direct lending; and the establishment of an arm's-length Crown agency, perhaps jointly with interested provinces.

The Discussion Paper also raises the possibility of increased flexibility in Registered Retirement Savings Plans (RRSPs) to encourage personal savings for lifelong learning. Under this scheme, which might be similar to the First-Time Homebuyers' Plan, individuals could use these savings to help finance tuition or living expenses while attending a certified education or

training program. The Paper identified the option of a combination of these approaches as an alternative to the present system.

A recurring theme throughout the consultation process was the importance of accessibility to quality education and training. Apart from the benefits to individuals, lifelong learning is important for the economic prosperity and global competitiveness of Canada. A key component of accessibility to PSE is the funding of that education.

Witness reaction to the proposal to shift federal support for post-secondary education to students via an ICR scheme was mixed. While a number of groups and individuals supported the concept of ICRs, some witnesses, particularly many (but not all) student groups, felt that the proposal had no merit. Others expressed provisional support, noting that the Discussion Paper lacked sufficient detail on the exact dimensions of such a scheme.

I agree that the ICRPs being sensitive to income are basically a good idea.

However, this being said, I think there is a bad side that we must recognize...people with lower lifetime earnings take longer to pay back these loans. This discriminates categorically against these people. (Student Association of the Collège universitaire de Saint-Boniface)

The basic position of the University of Manitoba Students' Union is that continued federal government support for post-secondary education in the form of grants is essential. It also endorses increased student loans to students and the implementation of a carefully structured income-contingent loan repayment plan with the condition the government not simply shift debt burden from its own shoulders to the students. (University of Manitoba Students' Union)

Certainly, witnesses identified a broad range of advantages and disadvantages of an ICR scheme. Advantages included university funding levels that more closely reflect student enrolment; shifting the cost from taxpayers to the students, who are the direct beneficiaries of their education; more competition and higher quality education as students “shop around” for their education; enhanced accountability to students; access to loans for adult learners; reduced defaults because of long and flexible periods of repayment and a link to the income tax system; and a more heterogeneous PSE system resulting from competition among universities for students with varied needs. As the Canadian Union of Public Employees noted, “Lifelong learning should not equal lifelong debt”.

Many witnesses speculated, however, that one of the greatest disadvantages of a system of ICRs would be reduced access to learning because of dramatically increased tuition fees and student debt loads. Some witnesses suggested that high tuition fees would represent a barrier to access regardless of the loan scheme in place, while others indicated that, in the longer term, high student debt loads could have implications for the purchase of homes, cars, and other consumer goods, with a resulting impact on the economy. Access could be a particular problem for those facing barriers in the labour market, including women, persons with disabilities, Aboriginal peoples, and visible minorities. Lower labour market earnings and interrupted labour market participation could mean longer repayment periods and higher interest costs. Witnesses were concerned that education would be available only to the privileged, and that the goal of expanded access to higher education would not be met.

According to some witnesses, post-secondary institutions would also be affected detrimentally by an ICR scheme. For example, reduced areas of study could result if students, faced with large debt loads, were to enrol only in areas of study leading to high labour market earnings. Ultimately, some departments could disappear and post-secondary institutions could close. Other witnesses commented on the regional impacts of the Discussion Paper proposals.

Reducing operating grants to post-secondary institutions could lead to restrictions on the number of educational spaces, which in itself limits access. It could also result in the reallocation of funding from expenditures such as library materials and lab equipment to the recruitment of students in order to maximize tuition revenues. Entrance standards might also decline as a means of maximizing enrolment, and therefore fees. Moreover, reduced funding could lead to the use of outdated resources and equipment, larger class sizes, reduced library facilities, and reduced student services and other services—all of which ultimately could hamper Canada's global competitiveness. Finally, post-secondary institutions could experience more difficult financial planning resulting from uncertain enrolment and tuition revenues.

Cuts to university funding can only damage the nation's research infrastructure. ...The danger of creating a two-tier university system in which research is eliminated from some regional universities will begin to destroy our national university system.
(Memorial University of Newfoundland Faculty Association)

A number of witnesses supported the current funding system but recommended that provincial accountability be increased, perhaps through removing the unconditional nature of the block funding mechanism or

through establishing national standards. Some witnesses also suggested that the federal government resume the taxing power transferred to the provinces and instead provide transfer payments in the form of cash only. On the other hand, another witness proposed that all federal funding be in the form of tax points in order to ensure the long-term growth of funding for post-secondary institutions. Other recommendations included a change in the basis of funding from the provincial population to the student population.

Witnesses offered additional ideas on how to enhance accessibility to PSE, including an education or training tax and administrative reforms in colleges and universities to achieve savings that could, in turn, moderate tuition fee increases.

Some witnesses offered ways in which the negative effects of an ICR scheme might be limited. For example, the scheme might include means-tested grants for students, a period of time or age beyond which outstanding loans would be forgiven, the subsidization of interest payments while students are in school, a debt cap, an appeals process for students with unmanageable debt loads, an upper limit on interest rates, a minimum income threshold before repayment begins, the negotiation of loan repayments when studies are completed, and the maintenance of post-secondary institution infrastructure through the transfer of limited funds to the institutions.

I think there are good parts to the income-contingent loans. We're going into a world where more and more of our students are mature people. They can't turn around to their parents; their parents may be dead or very elderly. It's totally inappropriate, given the relationship between a household where they're perhaps in their 30s and the parental household. Second, as this becomes more of a pattern, with people coming back into education at different parts of their life, it's the thing that has to be coped with. (Prof. Nakamura, University of Alberta, Department of Economics)

Support for expanded use of RRSPs to fund education was not widespread. While some witnesses felt that RRSPs should be made more flexible, others advocated other tax-assisted incentives to encourage private investment in lifelong learning. Many witnesses felt that borrowing from RRSPs to finance education would diminish the funds available for retirement, and that students and low-income earners would benefit very little from the proposal since few make contributions to RRSPs.

RRSP's...should remain available for retirement: a family should not have to choose between education and a comfortable old age. (Municipality of Iqaluit)

Some witnesses supported the concept of a graduate tax, a surtax on the income of past and current graduates of PSE. With such a tax, higher-income graduates who have derived greater financial benefits from the education would pay relatively more. Tax funds collected could be credited to a fund designed exclusively for spending on higher education.

During the consultation process, only limited mention was made of Canada's granting councils and university research. However, witnesses—including many university administrators—stated repeatedly that reduced funding would be disastrous for university research, and ultimately for Canada's economic and social prosperity; in fact, some suggested that current funds in this area be augmented. Some witnesses expressed support for the proposal of the Association of Universities and Colleges of Canada that \$500 million be designated annually for research infrastructure support. Witnesses stressed the importance of federal funding supporting the research infrastructure of universities, noting the federal government's long-standing role in supporting research and the importance of university research to national economic development.

Other Lifelong Learning Issues

In addition to the direct role played by the federal government in financing PSE, the federal government could play a role in supporting provincial promotion of lifelong learning. The Discussion Paper highlights a number of areas in which the federal government might contribute to lifelong learning.

Certainly, smoother school-to-work transitions can only benefit Canadians as we approach the 21st century, when continuous movement between education/training and work will become critical in achieving and maintaining prosperity. Witnesses noted the importance of linkages among all relevant parties—students, educators, employers, unions, communities, and governments—if more effective transitions are to occur.

Just as school-to-work transitions are important, so too are job-to-job transitions. An important concern in this regard is the portability of learning credentials. This issue may be particularly important for immigrants, as they often encounter barriers to employment because their foreign credentials are not recognized. The Discussion Paper raises the possibility of a Learning Passport, a document containing information on learning experiences and credentials, including skill certification. Witnesses supported this concept because it could enhance the mobility of learners.

New technology has the potential to expand access to lifelong learning for Canadians. Some witnesses suggested that the federal government could make a key contribution to lifelong learning through developing and

promoting new technologies. The Committee was told that the information highway and distance education could facilitate access to lifelong learning for many Canadians.

Many Aboriginal witnesses supported the concept of distance learning. The Quebec Native Women's Association, in its brief to the Committee, stated that it "considers that high quality distance-learning programs directed at Native women could significantly improve skill levels in a manner which would cost women less in terms of travel time and domestic disruption."

Finally, in order to compete in the global marketplace of the future, Canadians must have information on the technology and practices used by our trading partners and our competitors. The Paper notes that a stronger emphasis on international education, through greater study by Canadians abroad or through more foreign students studying in Canada, could enhance our global competitiveness. While this issue was not addressed by many witnesses, the Committee was encouraged to support international exchanges for both students and faculty.

Supports for Persons with Disabilities

The Discussion Paper notes that the Vocational Rehabilitation of Disabled Persons (VRDP) program is outdated. Under this program, the federal government contributes 50 percent of the eligible costs incurred by the provinces and territories in providing programs enabling persons with disabilities to obtain and maintain employment.

Specific suggestions for change are made in the Discussion Paper and the Supplementary Paper on Persons with Disabilities. For example, it is suggested that an updated program could have as its emphasis the allocation of resources toward generally available, high quality training and employment opportunities. The improvement of linkages between the program and other job-preparedness programs is also proposed as a means of enabling individuals to have access to opportunities in a range of programs. Further, linkages between the program and employers with respect to job placement and worker retention could also be examined.

Requiring people with disabilities to be eligible for income assistance in order to receive disability-related benefits is a real disincentive to looking for work. (Lower Mainland Community Based Services Society)

Many Aboriginal groups noted that Aboriginal persons with disabilities are doubly disadvantaged in obtaining and maintaining employment, given

the effects of both racial and cultural discrimination and attitudinal barriers that limit equal access to the labour market. The disproportionate number of Aboriginal people with disabilities intensifies the problem. According to the Aboriginal Peoples Survey conducted in 1991, 31 percent of adults aged fifteen and over who identified themselves with an Aboriginal group reported having been told by a health professional that they had a chronic health problem—more than twice the national rate of 15 percent.

Also discussed is “disability management,” a reintegration program based in the workplace that has three components: prevention, rehabilitation, and integration. Through the development of an individualized rehabilitation and return-to-work plan, the goal is to return employees to their pre-injury or pre-illness job, regardless of the temporary or permanent nature of the condition.

Although some witnesses expressed support for the VRDP program, others noted ways in which the program could be improved. Some suggested improvements included increased funding, a strengthened appeal process with consumer involvement, and greater flexibility with regard to time limits for programs.

We ask no more than what the Discussion Paper proposes—the means to ensure opportunities; equitable opportunities to participate as equally valued citizens in the mainstream of Canadian life. ...In essence, as Canadians, the opportunity to live meaningful and participatory lives in [the] community, regardless of the degree of disability... (Alberta Association for Community Living)

3) Enhancing Security and Fairness

Unemployment Insurance

The Committee was told that unemployment insurance must be reformed, but the direction of reform supported by some was vastly different from the direction proposed by many others. The Committee witnessed the same dichotomy of views during its first phase of consultations. Supporters of a smaller, more targeted UI system maintained that the current program contributes to higher unemployment because of entrance requirements, benefit structures, and the way the system is financed. In some instances, unemployment insurance has become an income supplementation program, a role that some Canadians maintain is well outside the scope and original purpose of unemployment insurance. Many others reminded the

Committee that, in the face of rising unemployment, UI's income support is crucial to the economic welfare of many Canadians, especially those residing in regions of high unemployment. The Committee was told that UI, as a self-financing program, was affordable in its current configuration and a more directed form of wage replacement was unnecessary.

Since its inception in 1940, UI has played a key role in Canada's social security system. In fact, it is one of the initial pillars on which our social security system is based. Today, UI is the single largest program of the federal government and the second largest source of revenue; in 1994 estimated UI expenditures and premium revenues exceeded \$17 billion and \$19 billion respectively. Many witnesses challenged the view that the UI program's finances are part of the federal government's budgetary accounts and deficit picture, because the program is funded entirely by employee and employer premiums into a special account.

At the present time, individuals must accumulate between twelve and twenty weeks of insurable employment, depending on the regional unemployment rate. Maximum benefit entitlement, a function of weeks worked and the regional unemployment rate, ranges from a low of fourteen weeks to a high of fifty weeks of benefits. The benefit rate depends on a claimant's level of insured earnings and on whether the claimant has dependants. For claimants with no dependants or insured earnings above one-half of the maximum, the benefit rate is 55 percent. Claimants with dependants, whose insured earnings are below one-half of the maximum, are entitled to a benefit rate of 60 percent. In 1995 the maximum weekly benefit for the former group is \$448, while the weekly maximum for the latter group is \$245. Maximum weekly insurable earnings are \$815 in 1995. This year, the premium rate for employees is \$3.00 per \$100 of insurable earnings. As employers contribute 1.4 times the employee rate, their premium rate in 1995 is \$4.20 per \$100 of insurable earnings.

The Discussion Paper proposes two options for reforming UI and also raises a number of financing issues. Approach One suggests the creation of two types of insurance: one ("basic insurance") for claimants who collect UI occasionally and the other ("adjustment insurance") for those who use the program more often (possibly three claims in a five-year period). Basic insurance would continue to operate much like the current program. Adjustment insurance, on the other hand, would provide a lower level of benefits and could involve some form of conditionality. For the latter, benefits could be family-income-tested and/or dependent on participation in activities related to employment development.

Approach Two to UI reform would primarily entail changes to the existing entrance requirement and benefit structure. Reforms under this approach would raise the number of weeks required to be eligible for benefits, and

would possibly lower the two-tiered benefit rate and reduce the duration of maximum benefit entitlement.

Given the trend in non-standard employment, existing coverage rules exclude a growing number of workers. The Discussion Paper notes the need to examine UI's coverage of part-time workers, multiple job holders, and the self-employed. Aboriginal peoples are calling for coverage of their traditional occupations, such as hunting and trapping.

Also considered in the Discussion Paper are a number of financing-related options for change, including the way premiums are set, the payroll covered by premiums, employer/employee contributions, experience rating, and a premium repayment scheme for employers who provide training. The Paper indicates that any "savings" generated as a direct result of reconfiguring the UI program or through administrative streamlining would be used to lower UI premiums and/or to enhance EDS activities.

Canadians believe that some changes to UI are necessary. The economic environment and the basic structure of the program lie at the heart of many of the problems raised in the Discussion Paper. The Committee reminds Canadians of the acknowledgement in *Improving Social Security in Canada* that "[p]eople using the UI program are not to blame for these problems. It is often the system which is at fault." (p. 43)

As for altering the basic structure of UI, the option captured in Approach One was not supported by the majority of witnesses appearing before us. Probably the most frequent criticism was that the distinction between basic and adjustment insurance created two classes of claimants and represented a move away from social insurance. Given the tenuous attachment to employment that some groups in Canadian society face, through no fault of their own, frequency of use was regarded as an inadequate indicator for determining access to UI benefits. Witnesses also mentioned that there was no evidence to suggest that the proposed indicator, which ignored benefit duration, would be effective in identifying those in need of adjustment assistance. It should be noted, however, that according to consistent polls, the majority of Canadians do support the concept of a lower tier of benefits for those regularly using the UI system.

The notion of family-income-testing of UI benefits was viewed as particularly detrimental to women and was largely opposed. Furthermore, the proposal to make access to, and the level of, adjustment insurance benefits conditional on participation in employment programs was viewed as "workfare," a concept generally not endorsed. Approach One was also considered by some to be too costly for regions and sectors highly dependent on seasonal activities.

It must be realized that unlike many provinces and regions within Canada, the economy of Nova Scotia is unique and has a seasonal economy that is double the national average. Outside the urban centres, seasonal work is often the principal type of employment. This Board is strongly opposed to any type of two-tiered system which penalizes those who find themselves without a job from time to time, through no fault of their own. (Nova Scotia Labour Force Development Board)

The creation of a two-tier UI system for frequent and occasional users, family income testing to determine benefit, and wage supplementation, are all proposed changes which begin to blur the distinction between social insurance and welfare. They violate the central principle of a social insurance program in which eligibility for any Canadian to draw benefits rests on previous contributions ... [and] it would also set a precedent for targeting in other contributory social programs... (Social Planning Council of Metropolitan Toronto)

Although endorsed by more people, Approach Two was not widely accepted either. In this context, there was support for a higher benefit rate for low-income earners and the continuation of a regionally sensitive entrance requirement and benefit structure.

Although imposing greater restrictions on UI or cutting benefit levels would reduce the number of persons claiming UI, it would do nothing to alleviate the hardships and financial burden placed on the unemployed. (Canadian Federation of Labour—Ontario Council)

Of the minority favouring Approach Two to reform, there was support for a higher entrance requirement and shorter benefit duration. Some felt that UI should move away from a variable entrance requirement to a uniform one (for example, twenty weeks of insurable employment). Consideration of a longer waiting period, an entrance requirement based on hours, and a longer qualifying period were all raised as possibilities for reform.

The Committee received mixed opinions on the Discussion Paper's proposals to modify UI's coverage provisions. Aside from a small representation that called for a continuation, or a diminution, of existing part-time coverage, there seemed to be general support for extending UI to part-time workers. However, the exact threshold of weekly hours ranged from the first hour up.

Concerning the financing of UI, representatives of the business community were often supportive of lower UI premiums. Other groups did not often raise this issue. There was guarded support for allowing the UI account to build up a surplus in order to lessen the need to raise premiums at the bottom of the business cycle. Many supporters of this view expressed the need for some assurance that surplus funds would be used only for UI.

There was general opposition to charging premiums on payroll in excess of maximum insurable earnings, since the Discussion Paper's proposal would not have provided similar treatment in wage replacement. Contrary views were expressed concerning the proposal to equalize employer/employee contributions and to experience-rate premiums. Although the proposal to extend a premium rebate was not discussed in detail, the idea raised little support.

DISTRIBUTION OF WORK

Tax Expenditures

A substantial majority of witnesses strongly expressed their concerns about a lack of fairness in the Canadian tax system. Some pointed to tax inequities as one cause of the growing income gap between the richer and poorer in Canada. Many Canadians objected to profitable corporations having paid no taxes in recent years. They urged the government to explore these sources of revenue in the pursuit of deficit reduction and to apply them to areas of pressing social need. Witnesses also recommended that the government close tax loopholes to ensure that corporations and better-off individuals pay a fairer share of taxes.

Canadians clearly indicated that issues of working time and flexible work arrangements deserve serious consideration if society is to deal with high levels of unemployment and problems associated with balancing paid work and family responsibilities. They called for government action that would lead to equitable and fair solutions.

The Discussion Paper mentions that work arrangements can affect people's lives and their productivity at work and sometimes act as barriers to employment, pointing to the importance of more flexible work arrangements for working parents. While the Paper does not make specific proposals concerning working time, it sets the stage for public debate on this topic.

A common thread in the presentations was the need for the implementation of more flexible work arrangements such as flex-time, compressed work weeks, and job sharing, as well as the introduction of family-related leave—more particularly leave for the care of sick children

and dependent adults—as well as a reduction in working time. Such measures were identified as crucial to relieve the heavy pressures experienced by a growing number of workers as they attempt to juggle the often competing and contradictory demands of employment and family. Many witnesses strongly emphasized that more flexible work arrangements are essential for women, given their increased labour force participation without a corresponding reduction in their unpaid work in the home. The growing number of families headed by single parents, predominantly women, has also drawn more attention to the difficulties in balancing paid and unpaid work and thus the need to seek solutions to enhance access to employment.

Flexible working-time arrangements often offer workers opportunities to carry out responsibilities in ways that better meet today's standards of fairness and equity within the family. They not only make it possible to share child-care responsibilities, but offer real opportunities to integrate work and education or training. (Advisory Group on Working Time and the Distribution of Work)

Canadians also spoke of the importance of work-time flexibility in helping persons with disabilities and social assistance recipients participate in the labour force. Flexibility in work arrangements could be instrumental in improving the overall social and economic well-being of persons with disabilities and social assistance recipients.

Many witnesses expressed strong concern about the high rate of unemployment that has been plaguing Canada for the past two decades and emphasized the need for creative solutions to reverse this trend and bolster employment opportunities, especially given the significant structural changes on a global scale. Several called for a reduction in working time and a redistribution of work as a partial remedy to the unemployment crisis. Proposals to spread work around included the following: a reduction in or elimination of overtime, a reduction in the standard work week through introduction of a four-day work week or a thirty- to thirty-five-hour work week, the implementation of job- or work-sharing schemes, longer vacation periods, and easier access to leaves of absence. The issue of overtime in particular was on the minds of Canadians, who reminded the Committee that some people are working substantial amounts of overtime while others have no paid employment whatsoever.

The nature of work in different regions of the country needs to be factored in. The dual facts of increasing overtime for many workers and the rise of part-time, temporary employment opportunities should be analyzed, and the redistribution of work

time ought to be made a high priority... the institution of a shorter work week might not only mean a larger work force but a greater quality of life for all of us. (Fredericton Area Coalition for Social Justice)

Many groups and individuals talked about the growth of non-standard work arrangements such as part-time work, shift work, contract work, self-employment, and home work. They cautioned the Committee that while some of these changes were welcome because they fostered job creation and helped balance family and employment obligations, the nature and growth of non-standard work could lead to an increase in the precariousness of employment and could have a detrimental effect on social security.

While a few witnesses expressed concern over more government regulation of workplaces and employment practices, the majority who addressed issues pertaining to working time called for the federal government to take action in favour of a reduction in working time and more flexible work arrangements by introducing incentives, adopting policies, or implementing legislation to persuade employers to make changes in this direction; and by moving towards changes for all employees under its direct jurisdiction.

Discussions about working time have generally not taken into account the unpaid work in the home and the double working day for many, especially women. Volunteer work has also been absent from the debate on working time. The Discussion Paper mentions the importance of unpaid work to the well-being of Canadians and notes that women carry the largest share of these responsibilities. It does not, however, make any specific proposals concerning unpaid work.

Several groups and individuals pointed out that the value of unpaid work done in the home and by volunteers in the community has not been recognized and has been absent from definitions of and statistics on work. The Committee was repeatedly reminded of this work's major contribution to the economy and society and thus of its significance to the social security system. Many expressed fears that cuts to social programs would increase the unpaid workload of many, mostly women, in the home and voluntary sector.

... the voluntary sector is vital to the success of Canada's social security system. It prevents many people from needing the system, it complements the programs offered by the system, and it identifies, at the grass roots level, the need for new or different programs that, if implemented early, allow more Canadians to be responsible, productive members of society. (Coalition of National Voluntary Organizations)

Some witnesses argued that work in the home and in the community was socially useful and should therefore be rewarded through some form of income support. Others, while not advocating compensation, nevertheless emphasized the need to put an economic value on this work so that it is more fully recognized in public policies. The idea of linking work in the home and volunteer work to a sustainable employment strategy was brought to the Committee's attention.

Canada Assistance Plan

The Canada Assistance Plan (CAP) was enacted in 1966 to enable cost-sharing agreements with the provinces and territories. CAP provides partial funding to social assistance and social services for children, parents, the elderly, people with disabilities, and the chronically unemployed.

Upon its introduction, CAP extended the range of social programs and offered a fifty-fifty sharing of eligible costs between the federal government and the provinces. The idea behind CAP was to reduce disparities in the levels of social assistance and to provide a framework within which innovation could occur. We heard from Canadians that they felt CAP had fulfilled this role.

The Discussion Paper argues that CAP is in need of an overhaul. According to CAP's clients, the plan is not serving them as well as it might. For instance, social assistance recipients receive different, and in many ways worse, training than do UI recipients. Undertaking training or keeping a job requires accessible day care for many families, but high quality child care is in short supply. When CAP was passed, Canadians felt comfortable with the notion that people with disabilities were by definition unemployable, and would be cared for through receiving higher benefits than someone considered employable. But since then, attitudes have changed to the promotion of the full integration of people with disabilities in our society and economy. We found much support for such propositions during our hearings.

The Discussion Paper establishes several national goals: reducing disincentives for social assistance recipients, removing obstacles from the path of persons with disabilities, and reducing child poverty. These goals could guide a longer-term option of a new block-funded CAP with national priorities, or they could guide the redirection of federal funding. An additional longer-term option, not viewed favourably by the Discussion Paper, was a Guaranteed Annual Income. Shorter-term questions are also raised concerning more flexibility for the provinces within CAP and the reduction of administrative overhead.

Increasing flexibility within CAP was favoured by a number of service providers. The Baffin Region Inuit Association pointed out that CAP is

currently designed for an urban nation that has little relevance to the Eastern Arctic. We also heard from some city governments that more flexibility is needed. The local government or local agency is closer to the community and possesses local knowledge and insight that the federal government does not have. Supporters of community economic development initiatives, social housing, and preventive services felt that more flexibility would allow their programs to be better funded.

However, many Canadians fear unfettered flexibility. Increased flexibility could lead to inadequate funding being stretched even further. There was strong support for a continuing federal government leadership role in CAP to maintain national standards. The cap on CAP was seen as a hindrance to this national role. Differing views were presented on the need for national standards in all provinces. The Board of Trade of Metropolitan Toronto wanted an unconditional block-funded CAP; the City of Windsor did not. The *Comité régional intersyndical de Montréal* thought the federal government should turn CAP over to the provinces entirely, while the *Coalition des aînés et des aînées du Québec* thought the federal government should not abandon joint responsibility for the plan. It should be noted, however, that CAP has not been an effective tool for ensuring equal standards across the country. This is why the Discussion Paper raises the questions regarding how CAP can be made flexible enough to permit creative, prevention-oriented programs, and at the same time ensure equal standards across the country.

We cannot let Canada become a fragmented patchwork of regions where children do not have an equitable guarantee of care, protection and opportunity. Ultimately, all Canadians will suffer if we allow the gap in living standards among Canadians to widen. We can no longer afford to take a crisis-management approach to the needs of the most disadvantaged among us. There is moral imperative for the federal government to lead the way by providing the incentive for a comprehensive approach to improve the health and well-being of Canada's children. (Child Welfare League of Canada/Canadian Family Foster Association)

The theme of increased Employment Development Services (EDS) for social assistance recipients received less comment. The Yellowknife Chamber of Commerce felt that it was better for social assistance to invest in human capital rather than merely supporting incomes. Other witnesses were concerned about the potential for compulsion and workfare if EDS were extended, and the possible implication of reduced rights for impoverished members of society. To some, compulsion was counter-productive.

Single-window systems received widespread support as a method of reducing administrative costs if service standards could be maintained. Some witnesses pointed out that it would be better to provide separate single windows for clients with special needs, such as single parents and people with disabilities. Aboriginal witnesses supported the single-window concept provided that it is designed and delivered by Aboriginal people.

The Committee heard that many persons with disabilities find it difficult to secure employment and thus support themselves through the social assistance system. That system contains important hindrances to employment for persons with disabilities, one of the most important being the loss of disability-related supports and services once individuals accept employment. A problem for some is that income from employment and/or workplace benefit plans may be inadequate to meet the cost of supports, which may be expensive and ongoing. As a result, accepting employment leaves many persons with disabilities in a less advantageous position than if they remained on social assistance. A number of representatives of persons with disabilities supported a separation between eligibility for income support and disability-related supports and services. The Roeher Institute's model was often mentioned in this regard.

Representatives of persons with disabilities also expressed dissatisfaction with the CAP provision that categorizes persons with disabilities as "unemployable" in calculating eligibility for, and the amount of, benefits. While social assistance recipients with disabilities may receive relatively more generous income assistance and access to disability-related supports and services, the Committee was told that many recipients become trapped in dependence. Witnesses felt that many persons with disabilities would be "employable" if they had the appropriate services, supports, and accommodations.

Some witnesses had alternative views for the future of income security. A return to Leonard Marsh's principle of "the collective pooling of risks" was recommended. The challenge for the government today would be to find new ways of pooling social risk when uncertainty is increasing. Narrowing the goals down to reducing child poverty was unwelcome; it was advocated that we return to the more general goal of reducing all poverty as well as providing security to those with well-paying but vulnerable jobs. The drift from a system based on the principle of universality to narrower targeting was controversial, as it was seen as lessening social solidarity and increasing stigmatization. Others saw narrower targeting as being fiscally responsible. Some groups wanted the promotion of equity to be a goal of the social security system. In addition, increasing the minimum wage to provide an income above the poverty line was recommended by some and questioned by others.

Social Housing

Social housing is an integral component of the social safety net. The lack of adequate housing affects the most vulnerable members of our society and impedes their full participation in the economic and social life of the country. A caring and compassionate society must show leadership and ensure that the needs of its citizens are met in such areas. Social housing has an important role to play in a reformed social security system that promotes self-improvement and self-reliance, while at the same time protecting poor children, the disabled, and the elderly. Indeed, as stated in Canada's National Report to the United Nations for the Fourth World Conference on Women to be held in Beijing in 1995: "Access to housing and the availability of affordable housing are critical to achieving women's equality and to reducing poverty in women-led families."

Canada's housing situation has a direct impact on welfare policy. Shelter, as the single largest budgetary expenditure of most households — and certainly of lower-income households — can be an important point of intervention for social and income support. Resorting to food banks is often a result of too much of a household's income going toward shelter. If people do not have access to safe, adequate, and affordable housing, they will have difficulty gaining control over other aspects of their lives. A good home can provide a proper study environment for children, the stability and support so critical to adults going back to school, and safety for the elderly.

Poor housing affects the physical and social well-being of people. It can also affect their ability to get an education and be productive members of the workforce. Adequate and affordable housing is a key element in ensuring the success of initiatives designed to help social assistance recipients. (Institute of Urban Studies)

Sound housing policies are critical to achieving the goals outlined in the Discussion Paper. Better coordination of income security programs with social housing programs would be one way to attain this objective.

Social housing projects generally combine a high level of need with good access to resources that could be used to deliver services such as day care or training programs. For instance, using space available in social housing projects for training some residents in early childhood education can give these people training in a field that will remain in demand, while offering on-site child care to other residents who can take this opportunity to seek training and employment. Early childhood education would also benefit the children living in such communities by giving them a beneficial environment in which to grow and learn, thus reducing the risk of replicating the cycle of dependence.

The Committee encourages the exploration of initiatives leading to better use of the existing social housing stock in the pursuit of social policy objectives such as training and child care.

Welfare households in social housing should be targeted for training programs to help them back into the workforce. Social housing provides the stability they need to access training programs. (PEI Housing Co-operatives)

The Committee learned that because social housing rents are generally set at 25 to 30 percent of income, there is often a disincentive for households in social housing to get off welfare because they would lose a portion of their increased income through higher rents along with losing medical, dental, and other benefits. When people are able to obtain employment, social housing can help ease the transition by increasing rents only gradually. Housing agencies in some provinces are attempting to remove such disincentives. The Committee supports efforts by provincial and federal housing agencies to remove the hindrances preventing people from seeking improvement to their situation through meaningful employment.

In some provinces, social assistance recipients pay less than \$100 per month for rent, while in other provinces they pay up to \$500 per month. The cross-subsidization of programs restricts the number of households that can be assisted in social housing developments where the funding is limited. Allowing social housing providers to charge a rent geared to income for all households would make it possible to provide accommodation to more households in need. The Committee therefore encourages provincial and federal governments to review the system of rent charges to social assistance recipients in social housing in order to reduce the subsidization of welfare programs by social housing programs and maximize the use of available housing subsidy.

Over the last two decades our country has built a strong “third sector” that has involved communities across the country in providing housing services. Private and municipal non-profit and cooperative housing organizations, because of their stability and their ability to train people to manage and operate economic housing enterprises, are anchors around which economic and social development is occurring. Accordingly, the Committee suggests that any community economic and social development strategy take into consideration the strong positive role local housing organizations can play in mobilizing community resources.

ABOUT THE PROCESS

In both phases of our consultations, many groups and individuals furnished statements of the values and principles of social policy they wish to

pursue, the social achievements they wish to preserve, and the kind of Canadian community they want to promote. A number of witnesses also called on the Committee to express a new vision for social policy.

The country must create a new vision for itself and, through innovative thinking, pursue its implementation in partnership with all stakeholders. (Regional Aboriginal Management Board of Quebec)

We need a change of heart and mind. We need a whole new approach to helping people. We need a set of stronger principles. (The Family Centre of Northern Alberta Association)

The Committee was urged by many to adopt a comprehensive approach to reform. For some this meant considering the whole person and his or her full range of needs and abilities; for others it meant assessing all social programs, including health care and seniors' programs; for still others it meant reviewing the tax system and tax expenditures along with social programs, or overcoming the two solitudes of economic and social policy. There were several arguments for a comprehensive approach to reform: attending to gaps and overlaps in the social security system, working at solving pressing complex problems like child poverty, avoiding unintended and undesirable effects from piecemeal reform, and attacking the structural pressures on social programs such as high unemployment and precarious jobs, among others. The Committee finds itself in agreement with this general philosophical thrust and endorses the need for a comprehensive, holistic vision for reform.

IV

TOWARDS A VISION OF SOCIAL SECURITY FOR THE 21ST CENTURY

The Discussion Paper's assessment that Canada's social security system is in need of fundamental reform was shared by many witnesses who came before the Committee. "Fix It Right," the title of the presentation of the Nipissing Turning Point Consultation Committee, which appeared before the Committee in Sudbury, evoked the sentiment of many. They urged the government not to tinker with existing programs but to approach reform in a holistic, comprehensive way.

At the same time, witnesses urged the government not to rush reform or proceed with wholesale change all at once, but rather to phase changes in gradually. There was a sense that the process of consultation should produce long-term "vision" — a sense of principles to guide the gradual redesign of the Canadian social security system as we approach the 21st century.

This is not an easy task. Much of the pressure on existing social programs arises from tremendous social and economic changes that have occurred in Canada — indeed, throughout the world — in just the last thirty years. We know the pace of change is accelerating within our information-based society. Discerning what is fundamental from what is transitory in order to redesign programs and partnerships that will stand the test of time is a major policy challenge.

The Discussion Paper outlines three objectives for reform — jobs, support for the most vulnerable, and affordability) — as well as several guiding principles — creating opportunity, investing in people, mutual responsibility, preventing future problems, putting people's needs first, greater fairness, affordability — which are not unlike those stated in our interim report and which few Canadians could dispute.

However, that is not the same as a long-term vision. Principles suggest a direction; a vision describes a destination. With a long-term vision, one should be able to discern the shape of an ultimate system that will guide our subsequent moves.

In this Chapter, we would like to describe briefly a long-term vision of what a renewed social security system in Canada might look like. It is a vision that has been animated by the hundreds of witnesses who came before us, without necessarily being the exact expression of any of them. It may well require

adjustments and revisions as the debate on social security in Canada continues and as our fiscal situation evolves. But members of the Committee feel strongly that some expression of a longer-term vision for comprehensive reform, beyond objectives or principles, must be part of this process. More practically, it will help us place in perspective the government's concrete proposals for reform.

Among the comprehensive reform proposals, the one that seemed to recur most often in testimony was the Guaranteed Annual Income (GAI) and variations thereof. Many witnesses advocated the Guaranteed Annual Income as the ultimate reform, some expressing disappointment that this option was not given a larger profile in the Discussion Paper.

Members of the Committee were generally sympathetic to the notion of a GAI or a similar integrated income support scheme. Our preliminary evaluation is that a GAI concept, while superficially appealing, would require substantially higher tax rates to finance (see Appendix F to this report).

While the Committee recognizes that a GAI is unfeasible in today's fiscal and economic climate, we do see certain features of a GAI as desirable in a social security system.

The first is the notion of broad, basic income support as the foundation of the social security. This foundation should be designed so that it can be built upon, through standard or non-standard work, through learning or other forms of self-improvement, and also through voluntary activity or other forms of contribution to others. We would advance the principle that the social security system should as far as possible provide opportunities for all to build on basic benefits.

In this context, the Committee shares the government's concerns expressed in the Discussion Paper about limitations in CAP-linked disparities in the levels of federal financial support for social assistance recipients:

Another reason for rethinking CAP is the disparities in federal financial support for social assistance recipients in different parts of the country, resulting from the CAP ceilings imposed in 1990 on the three provinces not receiving equalization payments (Ontario, Alberta and British Columbia). That ceiling has had an uneven impact on federal financial support for social assistance recipients across Canada. Fairness suggests a need to examine how the social security system can be redesigned to provide comparable levels of federal support for people on social assistance throughout the country.

The Committee endorses the government's suggestion that CAP be reformed with a view to providing comparable federal financial support for social assistance recipients across our nation. We believe that comparable levels of basic income support are especially important to ensure a fundamental level of dignity to all Canadians. The Committee encourages governments to cooperate in working toward this goal.

Secondly, we believe community stakeholder involvement in the social security system must continue to grow. Canadians are moving away from the idea that social security means governments delivering benefits and services to people in need through a remote bureaucracy, in a top-down fashion. We agree that this dated conception should give way to a more comprehensive, participatory, and community-oriented vision in which individuals, families, voluntary associations, the private sector, and various levels of government are all integral parts of a mutually reinforcing web of support.

This should not be interpreted as a retreat of government responsibility in the social security area, but rather as a redefinition of responsibilities. In particular, we see the national government's role as evolving primarily in two complementary directions: one, helping to ensure a decent, nationally consistent level of basic income support; and two, establishing and coordinating broad national standards and principles governing the elements of the social security system in conjunction with provinces and other involved parties.

We see most support services as being best designed and delivered at the local level. The decentralization of many services to the community level is a sensible, essential thrust in the evolution of social security. Of course, in areas of shared responsibility, like training, there will continue to be an important role for the federal government in ensuring portability through mutual recognition of qualifications.

This division between income support and services could, in the Committee's view, be a useful axis around which to disentangle and clarify roles and responsibilities in the social security system. The Committee also believes that this is consistent with getting government in Canada right.

Thirdly, the notion of social security itself needs to be broadened, as does the range of solutions. Poverty is not just the absence of money; it has much to do with a lack of adequate nurturing and support. Children need a good start in life if they are to be self-confident, happy, and effective learners when they reach school. This is why we support an integrated approach to child development. Furthermore, learning does not happen only in school; it happens on the job, at home, and as part of living. For this reason we are enthusiastic supporters of the concept of lifelong learning as promoted in the Green Book.

Fourthly, incentive to work, to learn, to improve oneself, and to leave welfare for a job should be positive rather than negative. The system should emphasize rewards, not penalties. That is why the Committee, like many witnesses, has concerns about concepts such as “workfare” and programs that oblige claimants to work, learn, or take counselling as a condition for receiving a benefit. Rather, we believe programs in their design ought to encourage people to build on or accumulate benefits in the form of accreditation for activities that develop the individual and improve our society, after the fashion of the Learning Passport option described in the Discussion Paper. Volunteer work, we believe, ought to be part of any such system.

The social vision we describe must unfold in the light of shared values and objectives for reform. It also requires modernizing the social role of governments, including renewing federal-provincial-territorial relations, and maintaining involvement with community stakeholders. Discussions should continue within a spirit of cooperation, flexibility, and goodwill.

SHARED VALUES

Canadian social programs are expressions of the core values of the Canadian people. Through social programs we declare our beliefs and express ourselves as a country. In order to build public support for reform and ensure that programs are responsive and effective, our social security system must reflect and respect the core values shared by Canadians.

The Committee takes the view that our social values set the wider context of reform. Social values inform our consideration of such matters as public finances, labour market trends, and intergovernmental relations. In Canada social programs are a main vehicle by which we seek to promote the values of security through sharing, compassion, human dignity and tolerance, equality of opportunity, community and diversity, equity and fairness, and individual and mutual responsibility.

Within our democratic tradition, Canadians have displayed a mutual caring and collective compassion for each other. Canadians appearing before us continually reaffirmed the inherent dignity, worth, and importance of every citizen. Canadians know they have worked hard to promote equality of opportunity. We Canadians also display a deep attachment to our own particular communities with their distinctive regional histories and flavours. Canadians’ attachment to their social programs is based on the view that these programs have reflected, and should continue to reflect, these values.

New realities and the roles of women, persons with disabilities, Aboriginal peoples, and visible minorities have challenged Canadians to reflect afresh

on the meaning of equity. Such reflections urge that proposals for the redesign of social programs be evaluated using criteria that take into account the needs and challenges faced by Canadians who have been disadvantaged in the past. Canadian society needs to continue working to eliminate systemic barriers to the full participation of individuals in the life of our nation. All individuals in society need to feel that the country and their governments care about their well-being.

The Committee wants to stress the importance of individual and mutual responsibility in reflecting on social program redesign. In a fast-changing world, individuals need to become more proactive in adapting to circumstances so that they can continue to have fulfilling and productive lives. For its part, government must structure programs and employ scarce resources in ways that foster such adaptability and opportunity.

Committee members also want to stress that these values need not and should not be sacrificed to the hard forces of the new global economic environment. The adaptability of workers is a necessary goal of social security reform, but Canadians want to see us adjust to new realities and undertake new initiatives in the light of our enduring values. All of the values noted here, identified by many witnesses we heard, are essential to our collective sense of what it means to be a Canadian.

GUIDING PRINCIPLES

In our Interim Report we outlined what we believed should be the key principles to guide the social security review. The government's Discussion Paper contained a set of guiding principles that essentially echoed those in our Interim Report. In our second phase of consultations, many individuals and groups expressed acceptance of these principles. Some witnesses proposed additional principles to guide the reform process.

The Committee reaffirms the guiding principles cited in the Interim Report and adds, in response to submissions, principles dealing with adequacy, diversity, equity, and equality. The Committee therefore recommends that the following principles be used as evaluative criteria for assessing any options recommended in the area of federal social policy.

- **Serving People:** The social security system must serve people, first and foremost, and be sensitive to their individual needs and circumstances throughout their lives. A modern approach to social security must focus on providing appropriate supports and quality services to Canadians.
- **Accessibility:** Social assistance and social services must be readily available to those in need. Canada's social security system currently has

elements of universal access (health care, public education) and targeted access (social housing, income support). Most social programs and services today are directed or selective. The Committee envisions enhanced accessibility to child care, child support payments, lifelong learning, disability supports, and employment development services. Policies and practices in the social security system should be consistent with the due process of law.

- **Dignity Through Participation:** Social security should be designed to enhance human dignity and provide the optimal combination of income support and social services to enable all Canadians to participate in economic and social life. Groups that have traditionally been marginalized in this country, such as women, Aboriginal peoples, persons with disabilities or visible minorities, must enjoy equal access to opportunities.
- **Meaningful Employment:** Reforms must reflect the fact that for most people meaningful employment is essential to an individual's dignity, liberty, and self-respect; basic support services such as education, training, child care, housing, and attention to special needs must take this into account. The Committee does not support the idea of "workfare" which, through compulsion and make-work, deprives people of the dignity of employment. The restructuring of social services should be coordinated with government employment strategies to ensure that such measures as training programs result in meaningful employment for participants.
- **Intergovernmental Cooperation:** Federal, provincial, and territorial social security programs and policies should work together to better serve the needs of individual Canadians and communities. Canadians are insisting on a new constructive spirit of cooperation and partnership between the federal government, and provincial and territorial governments and community stakeholders. Committee members realize that the idea of partnership does not preclude the existence of competition nor the exercise of autonomy by each of the thirteen governments in our federal system. Indeed, collective history tells us as much. The principle of intergovernmental cooperation suggests, however, that governmental roles should be clarified, duplication among programs offered by different governments minimized, and access to services for Canadians simplified.
- **Sustainability of Social Programs:** The social security system should be financially sustainable — that is, affordable now and in the long term. Sustainable social policy also requires that we pay attention to social deficits as well as fiscal deficits. Sustainability acknowledges that we need more jobs and economic growth, and involves a concern for social

equity in the distribution of costs and benefits within each generation and between generations.

- **Sharing Responsibility:** The social security system should recognize that caring for families and individuals is a shared responsibility. The system must be comprehensive, flexible, and holistic in its approach, investing in people, providing family support, and supporting the important role of community and voluntary organizations. It should be used as a preventive tool, not merely a reactive one.
- **Adequacy:** Social security programs should be provided at adequate levels. Social programs without sufficient fiscal resources can be a trap, not an opportunity; a hindrance, not a help. Welfare benefits, for example, should be set at a level to ensure the basic necessities of food and shelter and to reflect the varied cost of living across Canada.
- **Respecting Diversity:** The development of a renewed social security system must be informed by a recognition of the diversity in Canadian society. Different groups of Canadians — youth, women, older workers, Aboriginal peoples, persons with disabilities, immigrants, refugees, and visible minorities — with different needs, experiences, values, and barriers, will be affected by social policy reform. These differences must be recognized, understood, and taken into account. Respecting diversity also means practising federalism. Diverse territorial, provincial, and regional variations must be recognized.
- **Equity and Equality:** Evolving notions of equity and equality are tied to the social role of modern government (Box 5). The Discussion Paper notes that “Potential reforms. . . need to be assessed in terms of their ability to achieve greater fairness in federal support throughout Canada,” with respect to social assistance under the Canada Assistance Plan. The government’s economic and fiscal update in the October 1994 *Creating a Healthy Fiscal Climate* noted fairness as one of the principles to guide deficit reduction: “Fairness is paramount. The government will ensure that the most vulnerable in society are not left behind. Expenditure reduction must not be an excuse to abandon those Canadians in greatest need.” In our hearings, we were also told that social security reform should consider a more equitable sharing of work and consider measures to enable equal access to education, training, and occupations for women, persons with disabilities, Aboriginal peoples, and visible minorities.

Serving people, accessibility, dignity through participation, meaningful employment, intergovernmental cooperation, sustainability of social programs, sharing responsibility, adequacy, respecting diversity, equity, and

equality — these ten principles, the Committee believes, should be used in the continuing national dialogue on renewing Canada's social programs.

Box 5: Social Justice and the Social Role of the State in Canada

... the state has an extensive social role as it responds to ever more-encompassing notions of equality. It readjusts relations between the sexes in labour markets and marriages; imposes a pattern of French- and English-language use in selected areas, which would not occur in the absence of state policies; seeks to raise the status and income of the physically and mentally handicapped; redefines the relations among, and relative status of,

ethnic groups; and recognizes and enforces citizens' rights by means of bills, charters and fair-employment bureaus. In performing these social roles, the state both deliberately and inadvertently modifies our self-conceptions, and informs us which groups are rising and which falling, and which have been unfairly treated and need official support to redress their position. The state not only seeks particular objectives of an

instrumental nature, such as the provision of wheelchair ramps for the disabled and improving the access of various groups to valued jobs by affirmative action, but in doing so it also contributes to an evolutionary unfolding of official conceptions of social justice which emerge out of controversy and struggle. (Royal Commission on the Economic Union and Development Prospects of Canada Vol. 1, 1985)

As Canadians, our collective challenge in reforming the social policy system is to preserve these civilized values while modernizing programs to meet the needs of our time.

The Committee believes strongly, as do virtually all the witnesses we heard, that changing times do not mean abandoning these goals. Instead, new times require that we affirm these goals, renew them and build on them to better fit our economic and social context, while restructuring the means of achieving these goals. This is what we mean by modernizing Canada's social vision and renewing social programs for Canadians (Box 6).

MODERNIZING THE SOCIAL ROLE OF GOVERNMENT

Rebuilding social security for a new era includes redesigning the interactions of the public sector and the community and reinvigorating federal-provincial-territorial relations. Here the Committee offers a framework for understanding the social role of government in the 21st century.

In this new era, security is not concerned only with income replacement for those unable to work and those unemployed, but also with knowledge enhancement and skill development. Social security today must include apprenticeship programs, counselling, education, and training as well as social assistance and unemployment insurance. There remains an important role for the income support aspect of social programs in sustaining the general purchasing power of Canadians during economic downturns. As we have said, ensuring a level of dignity for persons receiving income assistance

is a right; it is essential to our general economic well-being. A modern social security system needs to strive for security from domestic violence, from environmental degradation, and from family dissolutions. In the new context, redistribution needs to tackle poverty — especially of families with children — not only with income support but also with developmental programs. “Redistribution” also needs to be explored in work and overtime, and in assisting those disrupted or dislocated by economic restructuring.

Box 6: Modernizing the Social Role of Government: Maintaining our Goals While Overhauling the Means

Any social contract must be evaluated against its ultimate objective, and the objectives formulated earlier in this century still seem to apply: socio-economic welfare is best pursued through (i) rapid and sustainable economic growth, (ii) price stability, (iii) full employment and (iv) reduction

of inequalities. The first two are economic objectives. They require our society to be relatively efficient and competitive in its economic affairs. The last two are social objectives. They require our society to be just. The first three fall mainly within the subject of economics, while the fourth does in so

far as it relates to inequalities of income, wealth, and economic opportunity. Thus a new social contract will probably have the same ultimate objectives as the existing contract, but with a major overhaul of the means of achieving these objectives. (Richard G. Lipsey, 1993)

These are all important developments of the social role of government in the 1990s. A new model for social security needs to acknowledge that in this era governments must, in partnership with other sectors, perform new roles.

A central premise for most Committee members is that modernizing Canadian social policy is inseparable from substantially renewing federal-provincial-territorial relations through a cooperative reform of our social security system.

Most components of the social security system in Canada have been introduced through administrative agreements, legislation, and various fiscal arrangements (shared-cost programs, unconditional grants, and federal tax abatements) rather than through constitutional amendments.⁷

In speaking of a new federal-provincial-territorial partnership, the Discussion Paper expresses a philosophy of flexible federalism. The Paper notes that the federal government has no intention of intruding in the jurisdictional responsibilities of provincial and territorial governments. It acknowledges that to be successful, social policy reform must involve the participation and cooperation of the different levels of government and communities. It also recognizes that “one size fits all” programming can be

⁷ The Constitution has been amended a few times with respect to social policy powers, and all three cases involved giving the federal Parliament authority to establish income security schemes: unemployment insurance in 1940, old age pensions in 1951, and supplementary pension benefits in 1964.

inflexible and insensitive, and therefore ineffective in serving people. The government's plan is that federal, provincial, and territorial social program reforms are mutually reinforcing. The Discussion Paper states:

If there is one feature of Canadian politics that most people are tired of, it is the constant tug of war between federal and provincial governments over questions of jurisdiction. Altogether too much energy has gone into bickering and not nearly enough into meeting people's needs.

Box 7: Strategic Initiatives

In the February 1994 Budget, the federal government announced that it would support innovative approaches to meet social security needs developed in partnership with the provinces and territories. The government will provide \$800 million for these initiatives.

These Strategic Initiatives are a key part of social security reform. They are designed to:

- test new options for reform in training, income security and social services and learning,
- explore ways to help people move from welfare to work, and
- find more cost-effective approaches to labour market programs.

As part of the Strategic Initiatives Program, \$25 million has been allocated to support projects fostered

by Aboriginal peoples. Aboriginal Strategic Initiatives are 100 percent federally funded. A number of federal-provincial-territorial Strategic Initiatives also have components directed specifically toward Aboriginal peoples. Aboriginal Strategic Initiatives provide an early opportunity for Aboriginal groups to develop unique, concrete approaches to social security services, taking into account Aboriginal traditions, culture and community conditions.

A positive sign, in the Committee's view, is the federal government's willingness to cost-share project innovations by the provinces and territories through some Strategic Initiatives. Federalism is quite compatible with the innovative role of the state, with different governments searching for solutions and developing new approaches to our social goals.

Another positive sign, we believe, is the federal government's expressed commitment to collaborate with the provinces, the territories and Aboriginal peoples in order to simplify access to services and minimize duplication and waste, and to clarify governmental roles and constitutional responsibilities. Such commitments involve respecting federal and provincial jurisdictions and accommodating the diversities of the provinces in relation to a shared sense of Canada.

In addition to constitutional factors, several economic and social concerns need to be considered when clarifying government roles and deciding on an appropriate division of responsibilities in the social security system. A distinction can be made between a financing role and a delivering role for social programs.

Canadians desire greater community-based involvement and delivery of services. At the same time, they look to the federal government to participate in building national programs in order to promote equality and portability and to enrich the economic and social union.

Canadians want their governments to cooperate, not compete — to collaborate, not collude. They want intergovernmental relations moved from behind the closed doors of executive federalism into more open forums and the front line of community experience.

We are committed to a vision of social security that is based on cooperative partnerships among all levels of government. People need access to programs and services and to the organizations and institutions that represent, support, and serve them. There is no question that moving towards an alternative vision is a process. We believe that the concrete policy recommendations we make in the following Chapter represent important and substantial steps on the journey toward that distinctly Canadian vision.

TRANSITIONS: GETTING FROM HERE TO THERE

The Committee holds that the goal of federal social policy should be to foster the full participation and contribution of all individuals, families, and communities in Canada. We believe that the emerging social roles of government will be to focus on investing in people, ensuring security, promoting the participation of all groups, and encouraging innovation in the way we reform social security. How do we move toward this new social vision for Canada? How do we begin getting from here to there? From what Canadians have told us, and based on their and our new vision for social policy, the Committee's approach to promoting equity, opportunity, and security is based on three broad themes:

- Caring for Canada's Children
- Investing in People
- Enhancing Security and Fairness

We believe that these themes represent priorities within which reform should occur. The proposals we advance also show due regard for current fiscal restraints, while proposing the best possible use of available resources in advancing priorities. If some of the goals we recommend cannot be achieved in the near term, given fiscal constraints, we nonetheless encourage the government to keep them in view as objectives worth pursuing once our financial circumstances improve.

In addition to these three themes the Committee wishes to make some general recommendations, recommendations that cross all the program areas and that enhance the overall effectiveness of all programs.

CARING FOR CANADA'S CHILDREN

We have to stop penalizing people for having children. We must aim instead at compensating them for the basic costs of child care and at funding this responsibility out of general revenue. (Société canadienne de la classification internationale des déficiences, incapacités et handicaps and Réseau de recherche pour la participation sociale—joint brief)

Canada's children *are* its future. We as a nation are simply not doing enough to ensure that this future is a bright one. We are failing to equip

children sufficiently with the means and supports to permit them to step confidently and happily into their adolescence and subsequent careers. With close to one-fifth of our nation's children living below the low-income cut-off, our record of concern for children and their future, in comparison with that of other relatively affluent industrialized nations, is quite simply unacceptable.

The resources of poor families are being stretched to the limit. Parents require access to high quality, affordable child care facilities that would allow them the flexibility to participate more fully in the workforce. It is time to strengthen our collective will and nerve, and to kick-start the redesign of social programs in ways that foster the well-being of Canadian children and their parents.

At present, parents who are on welfare are faced with numerous disincentives to leaving welfare for work. The Discussion Paper highlights this problem in its description of the limitations of the Canada Assistance Plan (CAP):

...CAP's restrictive provisions prevent federal funding from being used to support innovative provincial measures aimed at helping people make the transition from welfare to greater self-reliance. For many social assistance recipients, a low-wage job—even a part-time one—by adding to one's income can mean a sharp drop in assistance, including the loss of valuable dental, drug or disability-related benefits. Given the way welfare rates are structured, some families can be net losers if a parent starts back into the labour force with a low-paying job.

Canada is not doing enough for parents who want to get back to work. Absurdly, it is sometimes a better choice economically for parents to stay on welfare rather than accept a low-paying job. Dealing with these obstacles is an urgent priority for governments. Many new jobs are being created in the current expanding economy, and we need to help parents go back to work and take advantage of these new opportunities, for their sake and the sake of their children. Our programs must become more of a help and less of a hindrance.

The Committee believes that the government must give the highest priority to supporting the needs of poor families as a whole. Parents, and especially women, need access to new employment or improved education and training opportunities, while remaining confident that their children are receiving high quality care.

We would like to see the federal government move quickly in those areas affecting child poverty in which it has sole responsibility. In areas of joint

responsibility, or in which the provinces or territories have primary responsibility, we encourage the government to continue its cooperative, flexible approach in the context of frameworks informed by appropriate national principles. A determined push, infused with a spirit of urgency and goodwill, is essential here.

Working Income Supplement

The Committee strongly endorses the Discussion Paper's option of enhancing the Working Income Supplement (WIS) for parents in lower-wage jobs. We have given the option priority over an immediate improvement of the Child Tax Benefit (CTB), although we strongly support the Paper's option of working with the provinces and territories to establish an integrated child tax benefit. The integrated benefit would combine federal spending on the existing child benefit with the funds the federal government and the provinces spend through CAP for children.

The Discussion Paper suggests the option of reallocating funds to increase the WIS for low-income families. The funds would be reallocated from Child Tax Benefits currently going to families with higher incomes. As the Paper notes, such a change would improve the benefits of working over receiving welfare. We regard this reform as economically positive, fiscally prudent, and socially progressive. It is an important step in reforming child benefits and supporting low-income families. It would complement current provincial initiatives to boost the wages of working parents, such as the APPORT program in Quebec and similar programs in Manitoba and Saskatchewan. This supplement should be, as the Discussion Paper suggests, a first step toward an integrated and expanded child benefit.

The Committee believes that the federal government should give priority to the WIS over a more general increase in the Child Tax Benefit, as a general increase in the CTB by itself would simply increase the financial benefits of welfare over the minimum wage.

RECOMMENDATION

- **The Committee recommends that the federal government implement the Working Income Supplement option described in the Discussion Paper.**

Child Tax Benefit

While our first priority is enhancing the WIS, we also support an integrated Child Tax Benefit as a subsequent measure. The Discussion Paper reviews options for a strengthened federal Child Tax Benefit (CTB) for low-income families. A strengthened CTB would be achieved through a more targeted approach to the current benefit, where middle- and

higher-income families would receive a smaller benefit, or where appropriate, no benefit at all. The government mentions two options in the Discussion Paper, one directed to families on social assistance, and another where social assistance spending on children would be combined with the CTB to create a new benefit for children in all low-income families. Such a benefit would be available to children of all low-income families, whether the family's source of income is from wages, welfare, or unemployment insurance.

The Committee finds this second option, which reflects the concept of "taking children off welfare," the more attractive one, for it would remove another disincentive for *parents* to get off welfare and return to the workforce. Parents will naturally do what is economically best for their children. Programs need to be designed so that when parents work, their families are financially better off. The dignity and self-confidence associated with working and being better able to make ends meet are crucial to the stability, security, and happiness of family life.

Together with the Working Income Supplement, the "getting children off welfare" approach to an integrated CTB would represent a significant step forward in the effort to help people get and keep jobs. It would allow parents to return to the labour force and actually get a boost in the level of assistance designed to help them with the costs of raising their families.

- **The Committee recommends that the federal government work with the provinces and territories to create a new integrated benefit for children of low-income families. The Committee also encourages the government to give due regard to the varying levels of child poverty and levels of poverty for low-income working people in different regions of the country.**
- **The Committee recommends that, in recognition of the importance of prenatal care "conception to age three" period of a child's life, the federal government make the Child Tax Benefit available to mothers upon the certification of a pregnancy by a qualified physician.**

RECOMMENDATIONS

Child Development Initiatives

We encourage the federal government to explore with the provinces and territories how federally delivered initiatives in support of child development can be better coordinated with provincial and territorial services to support the goal of reducing child poverty. We believe that possibilities exist for eliminating duplication and improving targeting efforts

to reduce child poverty and enhance the healthy development of Canada's children.

Child Support

One aspect of child poverty that must be addressed quickly concerns child support payments. Reform of the child support system is long overdue. Such reform should consist of strong, generous, but fair guidelines *backed by effective enforcement of child support payments*. We ask that the voices we heard on this issue be added to the many the Minister of Justice has already considered.

We understand that the government will soon be introducing guidelines concerning the amounts which judges assign as child support payments; examine the tax system with a view to achieving an equitable treatment of support payments; and establishing national enforcement provisions. The Committee supports the Minister of Justice in these necessary initiatives.

Child Care Initiatives

The Committee endorses the government's commitment to increase child care funding. We encourage the government to consult with the provinces and territories on how to improve child care in Canada, and urge that these discussions be informed by principles appropriate to high quality child care.

For many parents, primarily women, child care initiatives are essential to achieving the objectives outlined in the sections of this Chapter entitled "Investing in People" and "Enhancing Security and Fairness."

We have stressed the need for gender analysis in the evaluation of ideas for improving Canada's social programs. Since most of the work of caring for Canada's children is performed by women, adequate child care is absolutely essential to provide women with the choices and flexibility they need to live and work as full and equal participants in Canadian society.

The current patchwork nature of child care in Canada does not adequately ensure that both formal and informal child care settings are of a consistently high quality, reflective of current knowledge of early childhood development needs.

The Discussion Paper reaffirms the government's commitment to enhancing child care through providing additional child care dollars—\$720 million over three years. A portion of these funds, \$360 million, was allocated in the 1994-95 budget. We recognize, and we have been told, that upcoming federal-provincial-territorial negotiations will need to focus on how best to

utilize those dollars within each province and territory. The use of funding devoted to on-reserve and northern community child care will be discussed in partnership between the federal government and Aboriginal peoples.

The Committee endorses the federal government's commitment to increased child care funding.

- The Committee recommends that the federal government discuss with the provinces and territories the development of a more coordinated approach to child care. We believe that the current federal financing arrangements, where child care is funded under CAP in the context of "welfare services," are an inadequate approach. Moreover, federal child care dollars are currently dispersed over a number of programs and departments, a feature which further complicates the federal financing role.
- The Committee recommends that the federal government discuss with the provinces and territories the establishment of standards appropriate to high quality child care and attuned to early childhood development needs.
- The Committee recommends that in discussions with the provinces and territories, the work of child care workers be properly valued and their access to educational opportunities in early childhood development be improved.
- The Committee recommends that the quality and integration of child care delivery be considered at the same time as governments plan increases in the number of spaces available.
- The Committee recommends that the upcoming federal-provincial-territorial discussions, based on existing commitments to increased child care funding, serve as the groundwork for establishing a strengthened and improved child care system in Canada.
- The Committee recommends that a portion of federally provided child care financing be designated for the provision of Aboriginal child care services.
- The Committee recommends that a further portion of federal child care financing be allocated for the needs of children with disabilities, so that they may take advantage of opportunities for full participation in the community.

RECOMMENDATIONS

INVESTING IN PEOPLE

Programs that invest in people offer the means to attend educational institutions and engage in lifelong learning and training. They make it possible for people to live independently in the community, and to balance work and family responsibilities.

In a human perspective we assert that the economy should be first of all at the service of people rather than people at the service of the economy. (Office diocésain des milieux (ODM), Archdiocese of Quebec City)

The Committee envisions a range of mechanisms that would support people and assist them in making a variety of decisions related to their jobs, education, and family and community life. Local communities are often best placed to meet the needs of their members, whether those needs entail child care, literacy training, or the provision of facilities and services to assist women and children in leaving violent living situations. Providing these vital activities requires a source of dependable and flexible financing.

Training

The federal government has identified the creation of new jobs as its highest priority. In concert with reforms to Canada's social security system, the government is attempting to improve the fiscal climate, create a more efficient government, and build a more innovative economy. The link to social security reform is manifest: as stated in the Discussion Paper, the best form of social security for employable persons is a job. The Committee was repeatedly reminded of this truth as it crossed the country.

The economy *has* been expanding steadily, creating a substantial number of new jobs—over 400,000 in the last year, most of them full-time. Both workers pursuing these new opportunities and employers seeking skilled assistance must be equipped with the appropriate training supports. The bottom line must be the provision of the best training possible, for the sake of people in need of it and for the sake of employers in need of skilled workers, however that training might be delivered. But a number of problems have plagued efforts to deliver effective training in recent years.

With both provincial and federal levels of government offering training, unnecessary duplication and overlap of services has occurred. There needs to be a focus on eliminating such duplication wherever possible. Government-delivered training has often failed adequately to address levels of skill or local job opportunities. Governments are also beginning to realize the importance of expanding the involvement of community stakeholders in

training, especially the private sector, so that training can be more responsive to individual and community needs. The federal government has shown a clear willingness to strengthen and establish partnerships with other levels of government and a variety of community stakeholders. The Committee supports the federal government's adoption of a flexible, open-minded position regarding the potential for new arrangements in the design and delivery of training.

The federal government has a responsibility to ensure that effective training is occurring throughout the country. Through consultation, the federal government must work with the provinces to ensure that the skills people develop are recognized and portable throughout Canada. Finally, the federal government must help ensure that good labour market information is available to job seekers and employers.

The labour market sector is an area that has interested both levels of government for a number of years. The federal government has been active particularly as a result of its interest in the development of a skilled and mobile workforce able to contribute to economic growth, and more specifically, because of its constitutional responsibility with respect to unemployment insurance. Provincial governments have been increasingly involved over the years not only as a consequence of their constitutional responsibilities for education, but also because of their running programs for recipients of social assistance, for youth, and for workplace training. This situation has created, in some provinces at least, an apparent duplication of programs and delivery mechanisms, which appear ineffective and confusing for citizens.

In June 1994 the federal government invited each province and territory to enter into interim labour force development agreements that would move toward a clearer division of responsibility while improving service to the public. The government proposed that provinces and territories assume responsibility for strategic planning related to various federal employment development services, manage the purchase of institutional training, plan and implement single-window offices, and manage a variety of other federal programs. The Discussion Paper also indicates openness on future governance of labour market matters.

Given that training is delivered both federally and provincially, there seems to be some basis for continuing to rationalize both the initiatives delivered and the means of delivery. Both levels of government face the same fiscal realities and have an interest in allocating scarce financial resources in the best possible way. In recognition of Canada's diverse training needs, the Committee supports giving provinces greater responsibility for training design and delivery. The Committee also supports the establishment of a

network of single-window offices to serve Canadians, regardless of whether they are seeking assistance from federal or provincial programs.

There is a need to expand employment development services to assist more individuals with the changing nature of work opportunities, and to become more focused on the needs of clients and on local opportunities. As the Discussion Paper observes, assistance needs to be "...carefully tailored to an individual's needs, and linked to real job opportunities...The system now is too hit-or-miss." There is considerable scope for improving program effectiveness. The Committee believes that one of the most important ways to do this is through various community stakeholders.

The Committee supports client-driven training and believes that communities have a deep interest in defining local priorities and delivering training programming. Consequently, the Committee encourages the continued development of strong partnerships among community stakeholders and a greater role for them in identifying local training needs and strategies to meet those needs. Local communities are well placed for identifying the most effective uses of limited training funds as well as delivering programming on behalf of governments. We need to become better at involving the private sector in training, as well as volunteer groups and labour. More training needs to occur *before* people are put at risk of losing their jobs. Workplace training, of the kind that occurs directly on mill and factory floors, appears to be the best approach to keeping individuals up-to-date in skill acquisition and secure in their jobs.

The Committee endorses strengthening partnerships with provinces, employers and unions, communities, and sectoral organizations, as this should result in enhanced training opportunities for workers in Canada. In designing a more effective training system, the Committee encourages the continued use of experimental initiatives for identifying and developing successful approaches to helping people find and secure stable employment and higher earnings (Box 10).

The Committee believes that design and delivery of training should be more the responsibility of the provinces and the private sector. The federal government has a significant role to play in ensuring that skills are recognized nationally and are portable. The government has already shown leadership in this area in the *1994 Internal Trade Agreement*, which provides for mutual recognition of occupational standards. The federal government must also ensure that good labour market information is available.

The federal government should continue working to develop a network of sectoral councils to encourage greater private sector involvement and the development of training standards. Sectoral councils are in a unique position for determining the kinds of skill shortages in their respective sectors, thus

enabling people to train for real jobs. The councils are also in the process of developing training standards with certificates for their sectors. At the same time, labour adjustment boards, composed of labour, business, and community groups, are playing an increasingly important role in the administration of training. In working to improve the training system in Canada, the federal government needs to encourage the sharing of expertise and knowledge of community needs between these boards and councils.

The Committee recognizes the need for improved, streamlined training and other employment assistance. Employment development services should be reformed in a manner consistent with the principles of social security reform—building on what works, strengthening partnerships with other levels of government, and increasing the role of the private sector and other community players. The Committee sees the need for increased access to employment development services to enable more clients to access these programs and services.

Labour Market Information Networks

Labour market information includes current and projected information on current and anticipated job vacancies; the skill requirements of jobs and occupations; the occupations required in different sectors of the economy; the remuneration, working conditions, and requirements to be met in different occupations and sectors; and the availability of workers and their skills levels.

The users of labour market information are workers, students, the unemployed, employers, educational and training institutions, and public policy and service agencies. Information is necessary not only for job search and investment decisions made by workers and companies; it is also critical to individual training, education and career decisions, decisions on course and curriculum development, and decisions shaping public policy on labour market, social, and economic matters.

At present in Canada, information on current labour market conditions is fragmented, incomplete, frequently out of date, and difficult to access. Information on future labour market conditions is not comprehensive, not always relevant, and not as up to date or well diffused as needed.⁷

There is a need for current labour market information and better projections on future labour market conditions. Action in this regard could take the form of developing and maintaining data bases on vacancies, occupations, and skill requirements, as well as on workers seeking employment, profiling their skills and requirements. Information on future conditions and ongoing investments needs to be collated in a comprehensive manner for use by individuals, businesses, and institutions at all levels.

There is a natural role for the federal government in ensuring quality labour market information. This role is consistent with the government's mandate for economic prosperity, maintenance of a Canadian labour market, and development of a mobile, flexible, and skilled workforce. Data and the dissemination of information, in order to be accessible and meaningful, must reflect local conditions.

The Canadian Labour Force Development Board (CLFDB), which brings together representatives of business, labour, designated employment equity groups, and the training and education communities, in its report entitled *Putting the pieces together: Toward a coherent transition system for Canada's labour force*, and in its submission to the Committee, strongly called for improvements to the provision of labour market information, calling it the "life-blood of the system."

The CLFDB also talked about the need for a continuous loop of needed skills and available skills. The Discussion Paper cites this point, as well as the CLFDB's recommendation that new technologies be used to build such a continuous loop—the so-called "electronic hiring hall."

In fast-growing, high-demand sectors of the economy a national perspective is required. The electronic hiring hall would allow employers and job seekers to feed information about their respective requirements and skills into a computerized system, and get back a list of potential jobs or applicants for immediate action. Access to the electronic hiring hall could be through Canada Employment Centres, provincial or municipal offices, community centres, libraries, shopping centres, or home and business terminals.

For job seekers, knowledge about employment opportunities, wherever they may be in Canada, is a vital requirement. Quickly accomplishing the transition back to work produces vital benefits—individual, social, and fiscal. An important by-product of the system is detailed labour market demand and supply information. This information can form the basis for training and human resource development decisions for individuals, firms, institutions, and governments. An electronic hiring hall permits information to be captured and obtained instantaneously; it can be continually updated and it is accessible at the widest level.

To address the problem of duplication of services and to clarify the respective roles and responsibilities of federal and provincial governments and the private sector, the Committee makes the following recommendations with regard to training:

- **The Committee recommends that the private sector, volunteer groups, and labour be given a greater role both in**

identifying local training needs and in the design and delivery of training. More on-site training needs to occur in Canada, and local community stakeholders are ideally placed for identifying training needs and strategies.

- The Committee encourages the federal government to give provinces greater responsibility for training design and delivery.
- The Committee also supports the establishment of a network of single-window offices to serve Canadians, regardless of whether they are seeking assistance from federal or provincial programs.
- The Committee recommends that the federal government continue to work with the provinces, territories, and sectoral councils to ensure that the skills individuals receive are recognized nationally and are portable.
- The Committee recommends that the federal government, in collaboration with labour, private sector partners, the provinces and territories, invest in establishing and maintaining labour market information networks that can assist Canadians in accessing employment in the short term and in making decisions to improve their employability in the longer term.
- The Committee recommends that the federal government, in cooperation with labour market partners, develop and implement a national “electronic hiring hall” to facilitate an accessible labour exchange in Canada.
- The Committee recommends that the particular access and accommodation needs of women, Aboriginal peoples, persons with disabilities, ethnocultural groups, and visible minorities be considered in the design and delivery of employment development services.

Box 10 – Demonstration training initiatives

The single-window initiative in Alberta serves youth in need of employment and counselling.

Investing in People, delivered under the strategic initiatives program, is an employment development project designed

primarily to help Dene, Métis, and Inuit social assistance recipients in the Northwest Territories.

- Joblink Ontario is intended to help social assistance recipients

gain access to a broad range of training supports.

- Assistance in moving from passive to active income support is delivered through a pilot project in New Brunswick called NB Job Corps.

Following its consultations and upon due reflection, the Committee cannot support participation in training as a condition of income support. One of the strongest messages heard by the Committee during its travels was that people are ready and willing to enrol in training that has genuine relevance to their own circumstances, ambitions, and skill levels, *and* an obvious link to local job market conditions. Most training programs are already oversubscribed, as numerous witnesses pointed out to us.

As global and domestic forces continue to alter the Canadian economy, we must ensure that Canadians are equipped with the skills to take advantage of emerging economic opportunities. Improved access to employment opportunities and appropriate training is critical for recipients of social assistance and unemployment insurance, and for youth experiencing difficulties in making the transition from school to work. Also, we must deal with the needs of displaced older workers facing long-term unemployment. Finally, the redesign of training must give consideration to the likely impact on Aboriginal peoples, persons with disabilities, visible minorities, and women.

Literacy

In many regions of the country the rate of illiteracy is unacceptably high. Literacy skills are fundamental to self-confident participation in our information-based society. Part of the solution to the literacy problem should include developing initiatives to help young people achieve successful transitions from school to work. Making a transition between careers is far more difficult when a person lacks basic literacy skills. More generally, upgrading these skills is essential for gaining greater control of one's life and for taking advantage of further training and learning opportunities. In discussions with the Task Force on Seasonal Work and Unemployment Insurance, we heard that workers, while often skeptical of many training programs offered by government, are at the same time very keen on upgrading their literacy skills. When implementing improvements to our training system, governments need to pay special attention to enhancing the

effectiveness of literacy programs and coordinating them with training programs. Because the provinces are responsible for primary and secondary education, it is important that Canadians encourage provincial governments to make improved literacy and numeracy skills a priority.

- **The Committee recommends that the federal government continue its commitment to the recognition of a right to literacy training based on principles such as accessibility of programs, learner-centered programming, recognition of prior learning for transferability between levels of programs, and quality standards that are also applicable to learning in general.**

RECOMMENDATION

Post-secondary Education

The options for reform of federal support for post-secondary education (PSE) elicited energetic interest and concern from the college and university community across Canada. Issues were raised regarding how the proposals might affect tuition levels, research, accessibility of higher education for disadvantaged groups, and smaller universities and colleges in the different regions of Canada. The Committee believes that many of the concerns raised were valid, and we encourage the federal government to plan a course of action with these concerns in full view.

Education is an investment for a country, not an expense. If you think education costs a lot, try ignorance. (Fédération étudiante collégiale du Québec)

The federal government has for many years provided financial support to provinces, in the form of both cash and tax transfers, to assist them with the costs of providing post-secondary education to Canadians at the university and college levels. It also plays a major role, in cooperation with the provinces, in providing financial assistance to students in need to ensure that Canadians, wherever they live, can have access to post-secondary education. As well, the federal government is a major supporter of university research, primarily through the federal research granting councils.

The Committee recognizes fully that education in Canada, including post-secondary education, is a provincial responsibility. In any debate on the future of federal contributions to PSE, it is essential to stress provincial jurisdiction over policies governing colleges and universities, including setting tuition levels. Given the particular block-fund arrangement of PSE transfers to the provinces, the federal government does not have any direct say or leverage in the way institutions of higher education govern their affairs. But at the same time, the federal government will naturally wish to

arrange its contributions to PSE in ways that enhance the health and viability of colleges and universities, without interference with provincial responsibilities.

Federal assistance recognizes the importance of higher education and training for Canada's overall economic and social health and development. An education is valuable in its own right, but a well-informed, educated, thinking citizenry is also crucial to the vitality of our democratic system, and to a thriving cultural life. More practically, Canada's economic prosperity can be attributed in large measure to our relatively general access to post-secondary education. Many of the groups and organizations appearing before the Committee made this point, stressing the importance of continued access to the education and training requisite to finding secure, well-paying jobs that contribute to the growth of our economy.

Canada is generally recognized as having a high quality and accessible post-secondary education system—one of the finest in the world. The challenge we face as a nation is how to preserve and maintain our post-secondary system in the face of demands being made upon it as we head into the 21st century. Escalating costs, growing enrolments, and the need to adapt to social and economic change are some of the challenges to which institutions and governments must respond.

The fiscal situation of all governments precludes additional public spending on higher education in Canada. In fact, Canada already spends more of its GDP on post-secondary education than any other industrialized country. The key question, therefore, is how best to use the available resources. The Committee recognizes that the federal government is reviewing its program of support for post-secondary education at a time when our PSE system and institutions are already under increasing pressures, fiscal and other. They will need to examine ways to adapt and make more effective and efficient use of scarce resources to meet the changing needs of a growing number of Canadians.

In *Improving Social Security in Canada*, the federal government puts forward two options for reforming its financial assistance to the provinces. The first, which would continue the current arrangements, would see the federal tax transfer to provinces continue to grow with the economy but the cash portion decline and disappear within a few years. The second option would also be based on growing tax transfers but would replace the declining cash transfers with an enhanced system of student loans and grants. It is proposed that repayment of such loans be on an income-contingent basis—that is, linked to the individual's ability to repay the loan.

Representations made to this Committee and views expressed in other consultations undertaken by MPs and the government indicated support for

the concept of income contingent repayment loans (ICRs) as a fair and reasonable way to assist students in meeting the costs of their education. However, concern was expressed about the need for special measures to protect students from less-well-off families from excessive debt burden after graduation. Many organizations voiced concerns about the potential impact on tuition costs of the proposed phase-out of federal cash transfers. Concerns were also raised regarding the impact of federal proposals would affect the infrastructure that supports university research. A number of organizations, such as the Association of Universities and Community Colleges and the Association of Community Colleges of Canada, have put forward proposals that would modify or adjust the federal proposals in some of these respects.

Before detailing our recommendations, it is important to stress again that, while phasing out PSE transfers will likely have an impact on tuition ranges, the federal government does not establish tuition policy. It is also worth noting that the federal government has maintained its PSE funding levels to the provinces over the past eight years, yet tuition levels have nonetheless doubled over the same period. In fact, most provinces—with the notable exception of Quebec—have not been putting fifty-cent dollars into education, preferring to spend in other areas the block-transferred federal funds earmarked for education. The federal government has no control over how the provinces spend PSE transfers, there being no equivalent of the *Canada Health Act* in this area. Where the provinces desire to restrain tuition increases, it will be up to them to reorder their priorities, helping their universities and colleges discover efficiencies through the use of technology and better administration practices. It is not the federal government's place to prescribe the outcome of these issues.

The federal government certainly has to recognize the importance of adequate infrastructure to the effective use of direct federal grants in support of research. Commitments to advanced research such as the \$1 billion promised in the Red Book, if they are to be well used, require appropriate infrastructure. However, as with tuition policies, the federal government does not have the authority to determine how PSE transfer dollars are allocated. These funds do not have strings attached specifying that a certain amount is to be dedicated to research infrastructure or to anything else. This is why some provinces have been able to spend PSE dollars on roads instead of books. As a consequence, the Committee finds it difficult to accept the contention that the federal government is withdrawing funds that had been designated to some specific end, such as research infrastructure. Nonetheless, the Committee urges the government to consider how best to support the effective use of its direct contributions to university research, given the financial pressures that institutions could well face in the coming years. The government also needs to keep in view the

impact that the transfer of funds into the ICR program will have on the health of small and regional universities.

The general relevance of the federal government options regarding PSE transfers is that the ICR proposal will preserve into the future a portion of the cash transfer, which would otherwise be phased out under the existing arrangement. For this reason, and given that ICR are fairer because they are based on income levels after graduation, the Committee endorses the ICR proposal in the Discussion Paper. An expanded student loan program will make it easier for individuals to return to school later in life and will make lifelong learning a reality. The Committee is sympathetic to the concerns raised by witnesses cautioning against a too-sudden transfer of the federal cash into an ICR program. The Committee believes, therefore, that a blended option of gradually replacing the declining cash transfers with an enhanced program of student assistance would seem the most constructive approach for the government to take.

The Committee also agrees with witnesses on the importance to Canadians of enhancing equal access to institutions of higher learning. In recommending this course of action, the Committee urges the government to consider carefully the need for measures to ensure continued accessibility to post-secondary education, in particular for low-income students. The details of an ICR scheme are crucial to this goal; the Committee strongly encourages the federal government to consult with all relevant stakeholders on the design features of ICR.

Student groups, faculty, and universities have called for a national conference on post-secondary education. Since education is clearly a provincial responsibility, the provinces would have to take the lead in this area; the federal government's role in such an exercise can only be supportive. Nonetheless, the Committee encourages the stakeholders and the provinces to pursue what we believe would be a constructive course of action. Presenters offered many innovative suggestions on how PSE might be made available in a more efficient, relevant, and accountable fashion.

At such a conference, presenters argued, participants could discuss the state of the curriculum, its relevance to today's needs, and its relationship to technology and training. As one thoughtful student witness asked, are we encouraging our advanced thinkers to be workers or encouraging our workers to be critical, creative thinkers? How should the research needs of smaller institutions be addressed? The ideas of a national student services corps and improved monitoring of spending under federal-provincial agreements were also raised. These and other timely questions could be considered at such a conference.

The Committee therefore makes the following recommendations concerning post-secondary education:

RECOMMENDATIONS

- The Committee endorses the income contingent repayment loan (ICR) principle as part of a comprehensive approach to improved student assistance. It recommends that concrete proposals for an income contingent repayment loan scheme be developed in consultation with all stakeholders, including provinces, PSE institutions, and particularly, students.
- The Committee recommends that the shift of cash transfers for PSE into the ICR loan program be phased in gradually to allow post-secondary institutions time to adjust to the change.
- The Committee further recommends that, within an enriched student aid system, measures be implemented that would ensure access to learning opportunities for Canadians. These measures should include grants for low-income students, interest subsidization where necessary to avoid excessive debt, universal access to income contingent repayment loans, and enhanced tax measures to assist learners.
- The Committee recommends that the federal government, both in the review of its support for post-secondary education within social security reform and in its science and technology review, consider measures to ensure continued support for university research.
- The Committee supports the universities, faculty and student groups that called for a national conference on post-secondary education.

Supports for Persons with Disabilities

One objective of the social security reform process is to ensure that all human potential is realized, to give people the tools and resources they need to become or stay self-sufficient. Persons with disabilities have historically had inadequate access to the supports and services they require for employment, for independent living, and for active community involvement.

A range of programs and policies are in place providing income, aids, and supports to persons with disabilities. These different programs often have different definitions of “disabled” and different eligibility criteria. The Committee believes that this situation inhibits flexibility, creates administrative burdens, and hinders the success of a single-window concept.

The current Canada Assistance Plan may be particularly onerous for persons with disabilities, given the potential cost and range of personal

supports and services needed for these Canadians to participate fully in employment and their community. Removing barriers to such participation requires that persons with disabilities be provided with appropriate supports and services. Persons with disabilities have made a compelling case for separating eligibility for personal supports and services from eligibility for income assistance. Persons with disabilities who would like to work or pursue educational opportunities should not have to declare themselves unemployable and in need of income assistance in order to gain access to necessary supports and services.

RECOMMENDATIONS

- **The Committee recommends that the federal government develop initiatives that promote independent living for persons with disabilities, including the Independent Living Resource Centres operating across Canada. Such centres facilitate the full participation of persons with disabilities in Canadian society.**
- **The Committee recommends that the federal, provincial and territorial governments reconcile the definitions and eligibility criteria of their programs for persons with disabilities in consultation with persons with disabilities. To the fullest extent possible, definitions and criteria of private insurance plans should also be harmonized.**

ENHANCING SECURITY AND FAIRNESS

With our third theme for reform the Committee is responding to certain strong messages heard repeatedly during our travels. Canadians are prepared to adjust to new realities in the economy and to social security reforms designed to enhance their employability. They acknowledge the many disincentives within the current unemployment insurance system and agree that these need to be addressed. But they also expect the federal government to undertake reform while working to ensure a decent level of basic income support. Canadians have also insisted that a process to ensure overall system fairness, specifically tax fairness, should be initiated to accompany the reform of social security.

Accordingly, the Committee has made recommendations regarding the reform of unemployment insurance that attempt to address these concerns. We believe that the recommended scheme addresses disincentives, that it is a superior form of coverage for seasonal workers, and that it provides a longer period during which workers can benefit from training to upgrade their skills.

On the taxation side, while emphasizing that there are no panaceas or quick fixes available, the Committee has nonetheless recommended

significant changes to the way the government evaluates the fairness and effectiveness of tax expenditures. Our proposals in this area, if implemented, would represent a major step forward in the effort to improve accountability and equity in the area of tax expenditures, and would improve substantially the coordination of direct and indirect social spending.

Unemployment Insurance

Few issues aroused as much concern and concentrated passion in our hearings as the questions surrounding the reform of unemployment insurance. After listening to Canadians express their ideas, hopes, and fears about UI reform, the Committee has responded with policy directions that it believes will satisfy the core concerns. We therefore present a set of balanced proposals for the reform of UI. These proposals are built around the fundamentals of providing basic income support through a program offering broad coverage to Canadians, improving the employability prospects of workers, and emphasizing mutual responsibility. We believe this set of recommendations affirms the values of social cohesion and solidarity stressed throughout our hearings, while still paying due regard to the difficult fiscal challenges facing our government.

Consistent with the theme of enhancing security, we believe that the broadly extended, basic income support function of UI needs to continue. UI must remain an inclusive program based on the concept of “pooled risk,” rather than a program that excludes people or places them in a separate program. For this reason we do not support the two-tier option in the Discussion Paper. We agree with the concern that the two-tier proposal may be unduly harsh for seasonal workers and may tend to stigmatize them. We also do not support reducing the length of time people can draw UI benefits. We are concerned that such reforms would make many Canadians feel less rather than more secure.

The Committee believes it is imperative that basic income coverage for seasonal workers be adequate to see them through the year. At the same time, the employability of workers who use UI for lengthy periods year after year needs to improve. Addressing these goals has led the Committee to prefer a version of a different Discussion Paper option.

The Committee believes that a general lowering of the level of UI benefits would allow these two fundamental goals to be achieved through reallocation. It would enable benefits to be spread out during the period in which seasonal workers need them, meaning that these workers would not have to go on welfare in the months prior to resuming work.

As discussed above, the employment development services aspect of UI needs to be improved and enhanced. The other portion of funds that accrues

from generally reducing benefits should be used to improve employment development services. Seasonal workers thus covered for a longer period would be better enabled to undertake intensive retraining. This proposal represents a decisive but balanced choice, reflecting the need to provide basic income support, the importance of improving employability, and the necessity to avoid large, sudden withdrawals of spending capital from less affluent regions of the country.

Consistent with the concept of an inclusive UI, we also support extending UI coverage to part-time and contract workers in the near term. All workers need to feel secure in knowing that if they lose their job they will have coverage. Such workers should pay into the fund and be eligible for benefits proportionate to their wages in the same way as those currently covered. In the same vein we encourage the government to consider extending UI coverage to the self-employed, once suitable program details can be determined.

Barriers to accepting available work that are caused by the current UI system must also be fixed. Currently, workers count their most recent weeks of work as the period for which their benefit levels will be set. This situation penalizes them if they accept work that only lasts a few days or that involves shorter days near the end of a season. As a result, employers have difficulty finding workers during certain periods of the year. If workers could count their best-paying weeks of work as the base for setting benefit levels, this systemic disincentive to work could be eliminated. Workers could then select their best weeks from within this longer period. Because we are also encouraging coverage extensions to non-standard work, the government should also consider allowing workers to bundle days or hours into their week-totals.

The Committee also believes that steps need to be taken to discourage young people from short-circuiting their education and beginning an annual pattern of short-term jobs combined with long periods on UI. We believe that full UI entitlement for new workers should take more than the usual minimum qualifying period. We do not at this time have any fixed work period to recommend as the appropriate qualifying period. However, such a requirement would encourage younger workers to remain attached longer to the workforce in their early working years, and to aspire to vocations and combinations of skills that hold greater promise for steady participation in the labour force. Young workers having difficulty finding steady work should also be encouraged to enter apprenticeship programs. This concept is consistent with moving toward the principle of mutual responsibility.

The Committee believes that UI premium rates should not be reduced any further at this time. In adopting this position, we believe we are taking into account the needs of workers, employers, and the different regions. As

Minister of Industry John Manley noted in his recent paper, *Building a More Innovative Economy*, Canada already has the lowest level of payroll taxes of any G-7 nation. Our payroll taxes are also among the lowest rates of countries belonging to the OECD, meaning that we are already in a strong competitive position and are an attractive place to invest.

A lower UI premium rate at this time could also hamper the ability to deliver enhanced employment development services, thus undermining the government's strong commitment to improving employability. Furthermore, as the UI technical paper points out, studies suggest that most of the cost of payroll tax increases is shifted to workers in the long term, so businesses do not ultimately bear this cost. Finally, the empirical evidence suggests that the increases in job creation attributable to lower premiums are not very great. Recent data indicate that any small job creation benefits may be due as much to the increased spending power of workers paying lower premiums as to employers creating new jobs in response to lower payroll costs. As we have noted, the equity associated with redistribution in the economy is important to productivity growth, as well as to our sense of community.

We realize that many business organizations would naturally like to see a further reduction in payroll taxes in the near term, but the Committee is concerned that this may be a short-sighted move. During recessionary periods, when there are more UI claimants, it is much more difficult for businesses to absorb the increases in UI premiums that may be necessary to sustain the fund. For this reason, the Committee also supports permitting the UI account to accumulate a surplus as a hedge against recessionary demands on the program.

Alternatively, over the longer term the UI program could be altered to give it a "lifelong" application, in keeping with the changes proposed in the "Investing in People" section of Chapter V.

The qualifying period for determining a claimant's eligibility would be lengthened from the year preceding the claim to, essentially, the claimant's working life. Because a claimant would be permitted to accumulate benefit entitlements throughout his or her working life, if benefits were not used, a portion could be "banked" for a longer or richer claim period later. These banked credits could provide income support during a temporary interruption in employment, such as a period of intensive skills upgrading.

Obviously, benefit entitlement under such a scheme would accumulate much more slowly than under the existing program.

To borrow an analogy from the life insurance industry, the current UI program in Canada can be thought of as a "term" insurance program. The kind of transformed UI program this envisages is one modelled along "whole life" lives.

The Committee is opposed to making unemployment insurance benefits conditional on family income. We are concerned about the implications of such a measure for women's independence. Because men typically have higher incomes, women would be more likely to lose eligibility for UI. This would increase women's financial dependence on their husbands, with negative implications for their equity position within the home.

The Committee therefore makes the following recommendations:

RECOMMENDATIONS

- The Committee recommends the government implement a reduction of unemployment insurance benefits and/or increase eligibility requirements. This adjustment would ensure income support through the entire working year, particularly for those seasonally employed, and would support enhanced employment development services.
- The Committee recommends that coverage under the UI program be extended to part-time and contract workers, with coverage from the first hour of work.
- The Committee recommends that the government also examine ways to extend UI coverage to the self-employed.
- The Committee recommends that, in determining UI benefit levels, UI claimants be allowed to count the weeks of work during which they made their highest income. Further, it recommends that workers be permitted to combine days or hours into their week totals.
- The Committee recommends that workers who have recently joined the labour force be required to build up eligibility for UI benefits over a period longer than the standard minimum qualifying period, in order to discourage cycles of extended long-term use of the UI program.
- In recognition of the importance of employment development services, the Committee recommends that there be no further reduction in the UI premium rate at this time.
- The Committee recommends that the UI account be permitted to accumulate a surplus to accommodate more gradual changes in premium rates over the business cycle.
- The Committee recommends that, when fiscal circumstances improve, comprehensive reform to UI over the long term include the development of a UI system based

on an employee's working life, and that entitlement be determined according to lifelong labour market attachment.

- **The Committee recommends against making benefits conditional on family income.**
- **The Committee recommends that the government address design flaws in the UI program that lead employers to make decisions about hiring and lay-offs based on the availability and duration of UI benefits.**

We believe that our recommendations are balanced, forward-looking and fiscally prudent. They ask the government to provide support and improved training for workers who need them. They are protective of regional needs and seasonal workers. They show due regard for young people and their futures, addressing disincentives in the system that affect them. They are fair in offering enhanced security to many Canadians by extending coverage to part-time and contract workers. They address economic inefficiencies caused by the current UI system and unnecessary drains on that system by recommending the “best weeks worked” concept. They also reflect the concept of “pooled risk”—maintaining UI as an inclusive program, but one that also reflects the principle of mutual responsibility. We encourage the government to consider these recommendations carefully in the coming weeks and months.

Working Time and Flexible Work Arrangements

While working time was not a main theme in the Discussion Paper, the Committee recognizes the importance of this dimension of work. In this context, the Committee supports the debate launched by the report tabled in December 1994 by the Advisory Group on Working Time and the Distribution of Work, which was established by the Minister of Human Resources Development in February 1994. This report will stimulate much-needed discussion on issues pertaining to working time and flexible work arrangements, hopefully leading to innovative solutions to some of the problems faced by Canadians today.

The importance of unwaged work carried out in the home and by volunteer workers has not been lost on the Committee. Given the benefits to society from this type of work, federal government policies should be designed to reflect its significant value.

- **The Committee recommends that the federal government, as a major employer, provide greater opportunities for flexible work arrangements and the redistribution of work**

RECOMMENDATIONS

time in the public service. Such initiatives should be designed to help workers balance family and paid work responsibilities and to stimulate employment. Federal government policy in this area would set an example for the provinces and private sector employers.

- The Committee recommends that the federal government develop initiatives to measure unwaged work and estimate its economic value.

Reforming the Canada Assistance Plan

The Canada Assistance Plan (CAP) is a comprehensive program for federal-provincial sharing of the cost of provincial welfare programs. Introduced in 1966, it was designed to encourage the development of social services across Canada. Under CAP, the federal government agreed to share up to 50 percent of costs incurred by provinces in supplying social assistance for those “in need” or “likely to become in need.” For persons in need, CAP covers such basic requirements as food, shelter, clothing, and special needs related to general well-being, safety, or rehabilitation. The remainder of CAP funds—approximately one-third—helps pay for such services as home care, non-insured health services, and welfare services such as counselling and assessment, child welfare, adoption, and day care. It is notable that expenditures on CAP have increased more than threefold since 1981, to a total of \$8.2 billion.

CAP has been effective in broadening the scope of social assistance in Canada and has helped establish our comprehensive system of social services. But there are numerous problems inherent in CAP that prevent it from being used to address certain pressing social problems and priorities. Thinking in the social welfare field has progressed as our society has changed since the 1960s. Greater emphasis is now being placed on programs that enable people to be more self-sufficient, and on early intervention approaches that try to prevent social and personal difficulties from emerging in the first place. These preventive programs are especially important in the case of such services as good parenting and nutrition programs. Furthermore, we have in Canada a growing rather than diminishing problem of child poverty. CAP has not been sufficiently successful in preventing this troubling development.

People on welfare face numerous “welfare walls”—obstacles that make it difficult to leave welfare and re-enter the labour force or pursue training or educational opportunities. At present CAP funds cannot be used to help pay for such innovative initiatives as Quebec’s APPORT program, which boosts the wages of working parents. CAP requires that some persons with

disabilities be declared “permanently unemployable” in order to receive required supports. Quite simply, CAP is not flexible enough to support people’s aspirations for greater independence and self-sufficiency, nor to support innovations in preventive programming by provinces.

Further, the very broad standards in CAP do not adequately assure Canadians of consistent standards in social services across the country. The significant disparities in levels of income support across the nation are one example of the irregularities permitted under CAP. Another concern is that the principles are too broad to properly address concerns in particular program areas, child care being a good example. Finally, under the fifty-fifty cost-sharing agreement, it is difficult for governments to control spending. This is not an insignificant issue given current tight fiscal circumstances.

These concerns add up to a significant case for reforming CAP. The Committee agrees with the Discussion Paper’s suggestion that the federal government and the provinces and territories should consider altering current CAP provisions to make them more flexible in supporting initiatives that better address the aspirations of families with children. Governments also need to work together to eliminate various welfare walls, such as the immediate loss of certain benefits for social assistance recipients upon their return to work. We also encourage the federal government to work with the provinces to find ways of ensuring comparable levels of support nationwide for people on social assistance.

The Committee believes that most of the problems cited above could be well addressed through an effective block-funding arrangement. It is also important to discuss certain broad goals, including the continuance of a social safety net that assures that basic income support is provided at comparable levels throughout Canada. Also important is the reduction of child poverty through better targeted and coordinated initiatives, including preventive measures not currently covered under CAP. Finally, consistent with our theme of investing in people, more flexible, improved services for people with disabilities and programs designed to help people leave welfare should be supportable under a new CAP. The Committee encourages the federal, provincial and territorial governments to undertake discussion of principles appropriate to particular kinds of services, as well as broad principles such as portability, accessibility, and fairness.

- **The Committee recommends that the federal government initiate discussions with the provinces and territories on changing CAP to a block-funded program with more flexible provisions that would enable it to be used for preventive social programs.**

RECOMMENDATIONS

- **The Committee encourages governments to make the reduction of child poverty a fundamental goal in these discussions.**
- **The Committee encourages governments to address the issue of general principles, such as portability, as well as more specific standards for programs such as child care.**

Fairness in Taxation and Tax Spending

A substantial majority of witnesses appearing before our Committee strongly expressed their concerns about a lack of fairness in the Canadian tax system. Some witnesses pointed to tax inequities as one cause of the growing income gap between the more affluent and less affluent in Canada. Many Canadians objected to certain profitable corporations having paid no taxes in recent years. They urged the government to explore these sources of revenue in pursuing deficit reduction, and to apply them to areas of pressing social need. Witnesses also recommended that the government close tax loopholes to ensure that corporations and better-off individuals pay a fair share of taxes. Some of the submissions encouraged us to introduce greater progressivity in the base tax system.

Witnesses put forth many specific proposals for reallocating tax burdens and for cutting government spending in order to reduce the deficit. These proposals included the following: eliminating various tax subsidies to businesses, eliminating the tax break on lottery winnings, eliminating tax deductions for pension investments (RSPs and RRSPs), taxing family trusts, converting regressive deductions to credits, eliminating the business entertainment deduction, introducing inheritance taxes and wealth taxes, increasing corporate taxes as a proportion of tax revenues, and increasing corporate tax audits.

Committee members are respectful of and not unmoved by the concerns raised by many witnesses in the area of taxation. The Committee believes, however, that making specific recommendations on such features of the base tax system as progressivity is beyond the Committee's mandate to review social programs. At the same time, the Committee strongly believes that ordinary Canadians must believe they are being dealt with fairly in social security reform. We believe that witnesses' criticisms of the tax system deserve careful, due attention from the government through an open process, perhaps by the appropriate standing committee of Parliament. We believe that Canadians will more willingly embrace reforms to social security in the presence of such a review. Such a review would also enhance respect for and compliance with our taxation system. An open review of the equity of the taxation system should duly consider the system's relative influence on

growing disparities between high- and low-income groups and make appropriate recommendations.

The Committee recognizes the importance of a full and regular accounting of the performance of tax expenditures, including social tax expenditures, so that their effectiveness as policy instruments can be evaluated. Tax expenditures are special provisions in tax law that give preferences to selected individuals and groups in particular circumstances, or who pursue particular courses of action. As with direct expenditure programs, tax expenditures are designed to stimulate or assist certain sectors in achieving some policy objective. Popularly known as “loopholes,” they include such things as deductions, deferrals, exemptions, and refundable and non-refundable credits.

Such measures are called “expenditures” because revenues foregone are, from the treasury’s point of view, equivalent to dollars spent directly through programs. Social tax expenditures include such tax measures as non-refundable age and married credits, and deductions for RRSP investments and for child care expenses. According to recent estimates by the Caledon Institute of Social Policy, social tax spending amounts to some \$36 billion annually. This is a consequential sum, especially when compared to the \$38.7 billion under scrutiny in the Discussion Paper.

In this connection it is important to note that Minister of Finance Paul Martin has recently encouraged parliamentarians and other Canadians to assess the effectiveness of tax expenditures as policy instruments. In his address to the Standing Committee on Finance on October 18, 1994, the Minister said:

There are important questions related to tax expenditures. Do they accomplish their policy purpose in the most efficient way possible? Are there alternatives that are better? Are the individual tax expenditures in place fair? Or do they result in a situation where one part of society is bearing more or less of the burden than it should? In that sense, as Canadians examine the choices ahead, we would suggest that they look at tax expenditures in addition to program spending.

The Committee endorses Mr. Martin’s belief that tax expenditures deserve such scrutiny and acknowledges the importance of such an exercise to social policy reform. The Minister’s emphasis on fairness as well as efficiency is entirely consistent with government efforts to improve the productivity of the Canadian economy.

Unlike direct spending programs, tax expenditures are not subjected to regular examination by Parliament in the annual review of estimates, despite

persistent recommendations from the Auditor General that they be brought under annual scrutiny. One unusual aspect of the lack of parliamentary scrutiny of tax expenditures is the divorce—at least as far as the public record is concerned—of departmental expertise from the expenditures that fall under their program areas. At present there is simply not enough information available to the public or to parliamentarians for there to be an informed debate about the fairness and effectiveness of tax expenditures.

The Committee did not begin its consultations with the intention of reviewing social tax expenditures, but their relevance to direct social spending has since been made abundantly clear. Given the repeated requests from Canadians that taxation questions be part of the review, the Committee believes that the federal government should begin bringing such expenditures under formal, regular scrutiny, as is done with direct spending. The Committee agrees with the Auditor General that parliamentarians need a clear picture of the impact of social programs on the well-being of Canadians, and shares the Auditor General's concern that Parliament lacks important information on the performance and effects of existing social programs. Social tax expenditures need to be reported regularly, and reviewed periodically.

The creation of a tax expenditure inventory, which could be included in the government's budget documents each year, would also increase public knowledge of government activities. A tax expenditure inventory would open the books on social tax spending. It would permit a comparison of the costs of programs with alternative means of achieving objectives, and would encourage fundamental rethinking of social programs on a periodic basis. It would tell us who benefits from expenditures and who might be unfairly harmed by any redesign or elimination.

The Committee would like to see the government proceed a step further with social policy tax expenditures and relate them in the near term to the current program review, paying special attention to the question of their equity (Box 12).

Box 12: Program Review Guidelines

The program review asks departments to review and assess their activities against the following guidelines:

- **Public Interest**—does the program area or activity continue to serve a public interest?
- **Role of Government Test**—is there a legitimate and necessary role for government in this program area or activity?
- **Federalism Test**—is the current role of the federal government appropriate, or is the program a candidate for realignment with the provinces?
- **Partnership Test**—what activities or programs should or could be transferred in whole or in part to the private/volunteer sector?
- **Efficiency Test**—if the program or activity continues, how could its efficiency be improved?
- **Affordability Test**—is the resultant package of programs and activities affordable within the fiscal constraint? If not, what programs or activities would be abandoned?

Questions of equity, social spending priorities, and the coordination of direct and indirect spending need to be considered together. In responding to the concern about fairness, the government and Parliament need to keep in mind fairness between earners at similar income levels (horizontal equity) as well as between higher- and lower-income earners (vertical equity).

One notable vertical equity question concerns the child care expense deduction. This deduction, which costs the federal government over \$300 million annually, is based on marginal tax rates and hence gives a greater benefit to higher-income families. Furthermore, because a greater proportion of low-income families rely on the informal child care sector, such families do not benefit at all from this deduction. The government needs to ask if it makes sense to provide a higher level of assistance for the child care costs of better-off Canadians than for those of lower-income Canadians. Should the deduction be converted to a credit? Should it be phased out and the funds be applied in a more targeted fashion to assist in establishing a national child care system? We encourage the government to consider these questions when discussing child care with the provinces and territories.

The Committee does not presume to suggest that answers to these complex questions will be easy or simple, or that this exercise will represent a panacea for our deficit ills or the limitations of the social policy envelope. But we do have historic opportunity to seek an overall system design that efficiently and fairly coordinates direct social spending with the indirect social spending delivered by the tax system, and we encourage the government to take the necessary steps in this direction. Beginning this process would represent a landmark in the pursuit of more rational, streamlined government spending, in the pursuit of equity in our society, and in the reform of our social programs.

RECOMMENDATIONS

- The Committee recommends that the criticisms raised by witnesses concerning the current tax system receive careful attention from the government through an open process, perhaps by the appropriate standing committee of Parliament.
- The Committee recommends that all federal tax expenditures, including social tax spending, be embedded in the annual review of estimates by Parliament. This measure would strengthen effective financial management by government and improve parliamentary control of public monies.
- The Committee recommends that social tax expenditures be evaluated using guidelines similar to those being applied to direct program spending under the federal government's program review, and that the government include in its evaluation the additional criterion of equity.
- The Committee recommends that, given the difficult fiscal circumstances facing the government, the ministry search within its ongoing operations for opportunities to streamline, eliminate duplication, and generally reduce the cost of administering programs in order to free resources for active programming and support.

SECURING EQUALITY

Equality for all persons is one of the core values of Canadian society. The Committee believes that the review and reform of Canada's social security programs must occur in a setting that will ensure full economic participation for women, Aboriginal peoples, persons with disabilities, and visible minorities. The elimination of barriers to education, training, and employment for these Canadians is central to the goals of investing in people and enhancing security and fairness.

Social Security and Women's Equality

The Committee recognizes the social and economic realities experienced by many Canadian women. Presentations by women's groups across the country detailed the barriers faced by women that prevent their full economic participation, including high levels of poverty, greater risk of becoming poor, unequal access to training and employment opportunities, segregation into low-paying employment, primary responsibility for child and elder care, disproportionate share of work and family responsibilities,

and violence in the home and in the workplace. Women with disabilities, Aboriginal women, and visible minority women face additional attitudinal and cultural barriers.

Witnesses cautioned the Committee that reforms of social security programs that may appear non-discriminatory could in fact have a negative impact on women. The Committee understands that social security reform must not intensify women's inequality or offend domestic and international commitments to achieving equality for women.

Canada's international commitments to achieving women's equality include the Convention on the Elimination of All Forms of Discrimination Against Women and Nairobi Forward-Looking Strategies for the Advancement of Women (FLS). The Canadian Advisory Council on the Status of Women identified a number of key components of the FLS that are relevant to Canada's social security reform. These include the following:

... ensuring equality for women in law and in practice; increasing the number of women in the paid labour force; closing the wage gap; eradicating poverty by promoting an equitable distribution of national income; including the value of women's paid and unpaid work in national planning; ensuring women's access to all levels and types of education and training; supporting publicly-funded, quality child care as a premise of society; identifying, preventing and eliminating all violence against women and children.

In addition, the "Women and Development" agenda of the Canadian International Development Agency identifies gender-equity principles that are central to promoting sound economic development. Such principles reflect the importance of promoting women's equality in the context of international development. The Committee supports women's groups in their call for consistency between Canada's international commitments and domestic practices.

The Committee emphasizes the importance of promoting equality for women and believes that the social security reform process is an important opportunity to enhance the status of women in Canadian society.

- **The Committee recommends that the reform of social security programs be subjected to a gender analysis to ensure women's increased and equal social and economic participation in the paid labour market.**
- **The Committee recommends that to alleviate the high levels of women's poverty, reforms to social programs must**

RECOMMENDATIONS

eliminate occupational and financial barriers to women's economic advancement and promote an equitable sharing of work and family responsibilities.

- **The Committee recommends that increased access to education and training programs is necessary to enhance job opportunities and to offer a broader range of career options for women.**
- **Making the links between violence, inequality and poverty will ensure that social security programs meet the specific needs of women. The Committee recommends that the linkages between these factors affecting women be addressed in the reform process.**

Equality in Diversity

The Committee recognizes the need to incorporate the specific concerns of ethnocultural and visible minorities into reforms of the social security system.

Equity should be a guiding principle behind all reforms to the social security system. Committee members recognize that visible minorities are under-represented in the paid labour force and that systemic and attitudinal barriers are major contributing factors to unemployment and underemployment. Measures to create and maintain a diverse workforce should therefore be an integral part of the reform process.

Canada's diversity is its greatest strength, and employers should be encouraged to tap into this strength. Organizations can best achieve their business objectives by eliminating barriers to the employment of certain groups and by creating an environment that values and builds upon the uniqueness of individuals. Employers who respect differences in individuals and encourage employees to achieve their full potential will ultimately help create an efficient organization.

An issue of particular concern to racial and ethnic communities is the lack of an accreditation system to recognize foreign credentials. Many immigrants are trained and experienced professionals whose skills and education are not acknowledged in Canada. The Committee understands the need to develop a system that assesses and accepts academic, vocational and professional credentials in order to increase newcomers' access to employment.

The Committee agrees with the witnesses who urged the need for policy integration and coordination in the coming reforms. Immigration and

multiculturalism policies must be linked to the social security reform process.

- **The Committee recommends that the federal government take a leading role in eliminating barriers to employment and achieving a workforce that reflects the diverse composition of Canadian society. Measures to achieve these goals could include encouraging employers to find new ways to manage and value diversity and to achieve equity in their workforce, providing incentives to other levels of government to recognize formally the importance of equity in employment development programs, encouraging organizations to invest in training and education for certain groups that have traditionally been disadvantaged in employment, and expanding access to skills and language training to enhance the employability of newcomers.**

RECOMMENDATION

Equal Access for Persons With Disabilities

The Committee heard compelling presentations by witnesses who expressed the desire of persons with disabilities to participate fully in community life. In the section of this Chapter entitled “Investing in People,” the Committee recommends the continuance and creation of appropriate supports to enhance the social and economic participation of persons with disabilities.

The Committee views the reform of Canada’s social programs as an opportunity to increase access to education, training, and employment for persons with disabilities. Equal access is essential for persons with disabilities to realize their full potential and utilize their abilities in the community and the labour market.

Partnership With Aboriginal Peoples

Committee members were struck by the presentations of Aboriginal groups throughout the country and by the number of key issues raised. The social, cultural, and economic circumstances facing Aboriginal peoples in Canada are as varied as the locales in which they reside. Concerns identified by Aboriginal peoples living in the core of major cities are vastly different from the concerns identified by those living in Canada’s north. In most cases, the appropriate approaches to the circumstances confronting various Aboriginal groups are similarly wide-ranging.

In its recommended approaches to the issues discussed in this Chapter, the Committee has made an effort to consider the concerns put forth by

Aboriginal peoples. In a number of cases, such as the proposed changes to unemployment insurance for frequent users, the points of view expressed by Aboriginal peoples were reflective of the concerns of many Canadians and have been incorporated in our overall approach. In other cases, such as the issue of employment development services, the Committee is urging an inclusive approach, based in part on the development and continued federal support of partnerships such as the *Pathways to Success* strategy. We believe that such a partnership approach is sensitive to Aboriginal concerns for mechanisms to deal with issues concerning Aboriginal groups in particular, and is also consistent with the government's Red Book commitments. Finally, as in the case of child care, the Committee has recommended within a broader process an identifiable component targeted specifically at Aboriginal peoples. The Committee has noted that the lack of sufficient child care on reserves and in northern communities is a critical problem that must be addressed.

Beyond the approaches illustrated above, however, the Committee is of the mind that particular attention must be drawn to a number of key matters raised by Aboriginal peoples. Of paramount concern to virtually all Aboriginal groups contributing to our deliberations was the matter of dealing with social security reform in a context consistent with Aboriginal self-government. While recognizing that social security reform is a process separate and distinct from issues related directly to land claim, treaty, and self-government negotiations, the Committee believes that changes made to the social security system must reflect Aboriginal aspirations toward self-government.

RECOMMENDATIONS

- The Committee recommends that, consistent with this approach, and mindful of the variance of circumstances facing Aboriginal peoples from the general population, the federal government continue to provide opportunities to Aboriginal peoples through the Aboriginal Strategic Initiatives Program. This will allow for the design and delivery of culturally appropriate social services and the establishment of stronger partnerships. Such partnerships could include Aboriginal peoples working in close cooperation with all levels of government and the private sector.
- The Committee recommends that the federal government recognize the significant differences facing Aboriginal peoples working in non-standard, traditional areas such as hunting and trapping and, fiscal circumstances permitting, extend the recommended enhanced Working Income Supplement to low-income families dependent on these pursuits.

- **The Committee recommends that the federal government seek solutions to the unique circumstances surrounding the issue of Aboriginal housing, particularly as they pertain to housing in northern, isolated communities.**

CONCLUSION

The Committee was told repeatedly to be forward-looking and to consider the long term. Toronto Aboriginal Social Services impressed upon us the need to think about future generations: “In the Native tradition, when the community is faced with making important decisions, we are reminded that our decisions will have an impact for seven generations.”

This reform opportunity is not just for tomorrow but perhaps for the next ten thousand tomorrows. It requires incorporating reasonable transition periods to allow people to develop or to alter their plans and activities in relation to adjustments in assistance measures. It means considering long-term solutions in the face of pressing needs. It means conveying a vision of, for instance, child care or job creation, even if that vision cannot be met right now.

The transitions we have outlined include both short-term initiatives and longer-term reforms for developing a new social policy vision and system of programs for Canadians. Reforming Canada’s social programs is essential to supporting families, strengthening communities, and renewing our federation. The Committee views this social policy reform plan as a direction which Canadians can actively discuss and improve upon. It is a vision for building a society that cares for our children, promotes employment opportunities by investing in people’s abilities, and seeks to enhance security and fairness for all Canadians.

VI

A WORK IN PROGRESS...

A Work in Progress

I will do my best to make a contribution to this great work in progress we know as Canada... They [Canadians] want a country where each person is an equal partner and can make a contribution, rather than be a burden to society. They want a country where adults can find a decent, interesting job, a country that recognizes our communities as pillars of social stability and economic strength, a country with a dynamic economy, one which fosters the entrepreneurial spirit and which is on the cutting edge of technological progress and change. Jean Chrétien

A considerable consensus exists in this country—a consensus that emerged early in our deliberations and was repeated forcefully, thoughtfully, emotionally, and sometimes angrily. Canadians wish to reclaim their place in the debate on social policy reform.

Early last spring, when the Committee first engaged Canadians in this review, the response was overwhelming. By the time Human Resources Development Canada produced the Green Book, Canadians from coast to coast were eager to express their views on what they repeatedly told us gave definition to our country. Whether the issue was the high cost of food in Iqaluit or the availability of special needs child care spaces in Calgary, Canadians forcefully and eloquently claimed their place at the national policy table. Social policy planning and its delivery belong to Canadians: “We understand it better, we deliver it better, and we want you to listen.”

Apart from the Committee’s more than 160 meetings over the past year, apart from the travel to 24 cities, apart from the more than 1,250 briefs from organizations and individuals, and apart from the more than 25,000 workbooks submitted, Members of Parliament from different parties held more than 200 individual forums on the social security review.

In schools, church halls, community clubs—wherever there was an opportunity—Canadians told their government that they wanted to be included. They spoke with a confidence befitting our evolving heritage as world leaders in social program conception, design and delivery. In fact, they spoke with a certain resentment because of a perceived distance between “them” and “us.”

Our Committee has been moved by the level of interest, the passion, the awareness, and the sense of ownership and responsibility exhibited by Canadians from all corners, backgrounds, and circumstances over the course of this debate.

Obviously, this determined demand for greater involvement has affected our thinking about the process. People must continue to have access as the debate continues. They must have time. They must be better informed. The responsibility on all these fronts falls squarely on the government. The challenge to Canadians is to engage in the debate responsibly, thoughtfully, and constructively. This is a challenge that the social security reform review has shown Canadians are very willing to meet.

Behind what we have learned about the process and the many suggestions we have tried to include and consider lies a more fundamental message for social security reform in Canada. The same spirit of ownership that Canadians called upon as they stepped forward to take their place can be called upon by the very programs we set out to modernize. Even more, the process has somehow become the result. In the same way that the review enabled Canadians to take part in the debate, our policies must enable other Canadians—sometimes the same Canadians—to take their rightful place in society. The era of a paternalistic, top-down, inflexible government is over. That was the message delivered repeatedly by social activists, academics, business leaders and bureaucrats.

Social policy planning has been given a new yardstick. Personal power, choices, individual decision-making, self-determination, dignity—this is the new mould in which government policy must be cast. The task is not over. This report is our small contribution to “this great work in progress we know as Canada.”

Appendix A

List of Witnesses

Associations and Individuals	Issue	Date
Dalhousie University Shelley Phipps, Department of Economics	14	May 5, 1994
McGill University Maureen Baker, Department of Social Work		
Laval University Lise Poulin-Simon, Professor, Industrial Relations Department	15	May 10, 1994
As Individual Gordon Betcherman, Project Director, Human Resources Management, Queen's – University of Ottawa Economic Project		
Department of Human Resources Development Peter Hicks, Senior Policy Advisor		
As Individual William Gairdner	18	June 2, 1994
Simon Fraser University Professor Douglas Allen		
Department of Human Resources Development Jean-Jacques Noreau, Deputy Minister	26	October 17, 1994
Minister of Human Resources Development The Honourable Lloyd Axworthy		
Caledon Institute Ken Battle, President Sherri Torjman, Vice-President	27	October 26, 1994
Canadian Institute of Actuaries Stella Ann Ménard, Member, Task Force on Unemployment Insurance Daniel Barron, Member, Task Force on Employment Insurance U Neugebauer, Executive Director		

Associations and Individuals	Issue	Date
Jean Sasseville, Chairperson, Task Force on Unemployment Insurance Kurt von Schilling, President		
Communist Party of Canada Hardial Bains, National Leader		
Department of Human Resources Development Gerry Godoose, Director of Policy Student Assistance Program Nancy Lawand, Director General, Task Team on disability Harvey Lazar, Senior Assistant Deputy Minister Kristina Liljefors, Assistant Deputy Minister, Employment Service Paul McNeil, Director General, Cost-shared Programs Dean Moodie, Deputy Director General, Program and Policy Development Coordination Division Cathy O'Hara, Assistant Deputy Minister Yves Poisson, Director General, Task Team on Learning Norine Smith, General Director, Labour Market and Training Policy Gail Taylor, General Director, Task Force on Adults and Employability Cynthia Williams, Acting Director General, Task Team on Security		
Schizophrenia Society of Canada Michael Cassidy, Chair, Advocacy Committee Andrea Klymasz, Secretary, Advocacy Committee Manitoba Schizophrenia Society Penelope Marrett, Executive Director Bert van der Berg, Member, SSC Board of Director President, SSC Research Committee		
As individuals Professor Alan Moscovitch, Carleton University Professor Patricia Armstrong, Carleton University	28	October 27, 1994
Canadian Advisory Council on the Status of Women Sarah Bélanger, Research Analyst Tina Head, Legal Analyst Diane Rioux, Eastern Vice-President Glenda Simms, Chair		

Associations and Individuals	Issue	Date
Canadian Artists Representation Greg Graham, Executive Director		
Canadian Centre for Policy Alternatives Paul Browne, Research Associate Duncan Cameron, President		
Canadian Federation of Agriculture Sally Rutherford, Executive Director Jack Wilkinson, President		
Statistics Canada Miles Corak, Senior Research Economist		
Canadian Association of Volunteer Bureaus and Centres Lorraine Street, Administrator	29	October 31, 1994
Canadian Child Care Federation Diane Bascombe, Executive Director Cathy McCormack, President Milton Sussman, Secretary-Treasurer		
Canadian Council on Social Development Chris Clark, Policy Analyst Sharon Manson-Singer, President David Ross, Acting Executive Director		
Canadian Ethnocultural Council Emmanuel Dick, Vice-President Alma Establi, Researcher Amy Matsubara, Project Coordinator Mechthild Meyer, Researcher Deborah Nuyan, Member of the Board Maria Shin, Executive Director		
Canadian Rehabilitation Council for the Disabled Joe Bartolussi, Chairman Henry Botchford, National Executive Director Rick Miles, Co-Chair, National Advocacy Task Force Michael Nuyen, Program Consultant		

Associations and Individuals	Issue	Date
Citizens for Public Justice Stephanie Baker-Collins, National Researcher Gerald Vanderzande, Public Affairs Director		
Conference Board of Canada George Khoury, Director, Institute of Donations and Public Affairs Research Stelios Loizides, Research Associate		
<i>Fédération de la jeunesse canadienne-française</i> Chantal Bérard, Chair Mona Fortier, Member of the Board Aline Taillefer, Project Officer		
<i>Institut canadien d'éducation des adultes</i> Gaétan Beaudet, Project Officer Diane Laberge, Director General France Laurendeau, Member of the Board		
National Automobile, Aerospace, Transportation and General Workers Union of Canada Buzz Hargrove, President Peggy Nash, Assistant to the President Jim Stanford, Economist		
National Crime Prevention Secretariat Ross Hasting, Chair		
One Voice - The Canadian Seniors Network Andrew Aitkins, Director of Research		
Association of Canadian Community Colleges William L. Day, Chair, Board of Directors Thomas Norton, President	30	November 1, 1994
Association of Universities and Colleges of Canada Claude Lajeunesse, Chair Robert Best, Director of Government Relations and Public Affairs		
Canadian Association for Adult Education Teresa MacNeil, Past President Rob Nixon, Member		

Associations and Individuals	Issue	Date
Sandra Sorenson, Executive Director Wendy Wright, Member		
Canadian Association for Community Living Paulette Berthiaume, President Patty O'Donnell, President, Self-Advocacy Advisory Committee Diane Richler, Executive Vice-President		
Canadian Association of Occupational Therapists Heather Chilton, President Anne Strickland, Executive Director		
Canadian Association of the Non-Employed Joan Johansson, Chairperson Karen Zelanko, Vice-Chairperson		
Canadian Construction Association Michael Atkinson, Chair John DeVries, Senior Director of Human Resources Michael Makin, Senior Director of Public Affairs Don Whitmore, Chairman of the Board		
Canadian Federation of Labour Terry D Boudreau, Secretary Treasurer Chris Georgas, Senior Economist Advisor James McCambly, Chair		
Council of Canadians with Disabilities Francine Arsenault, Chair Laurie Beachell, National Coordinator Lucy Lemieux-Brassard, Chair (Quebec)		
Multiple Sclerosis Society of Canada Deanne Groetzinger, National Director of Communications		
Canadian Disability Rights Council Rosalind Currie, Legal Consultant Jerôme Di Giovanni, Chair Sue Williams, Executive Director	31	November 2, 1994
Canadian Paraplegic Association Eric Boyd, Managing Director		

Associations and Individuals	Issue	Date
Craig Hilyard, National President		
Rick Price, National Services Coordinator		
Coalition of National Voluntary Organizations		
Joan Howell, Chair		
Rose Potvin, Executive Director		
Congress Union Retirees of Canada and the National Pensioners' and Senior Citizens Federation		
Ted Azevedo, Chair, National Pensioners		
Larry Wagg, Vice-President, Congress of Union Retirees of Canada		
National Federation of Nurses' Union		
Kathleen Connors, Chair		
Carol Richardson, Executive Director		
YMCA Canada		
Betty Black, President		
Dian Cohen, Chair, Employment Initiatives Committee		
Allan Hatton, Director, External Relations		
Lula Ismail, Membership Service		
ABC Canada - Literacy Foundation	32	November 3, 1994
Colleen Albiston, Executive Director		
Shelly Ehrenworth, Member of the Board		
Peter Gilchrist, Vice-Chair		
As individuals		
Professor Brigitte Kitchen, York University		
David Brown, CD Howe Institute		
Professor Edwin West, Carleton University		
Professor Judith Maxwell, Queen's-University of Ottawa Economic Project		
Professor Robin Bodway, Queen's University		
Canadian Housing and Renewal Association		
Tom Carter, Member of the Board		
Sharon Chisholm, Executive Director		
Martin Wexler, Chair		

Associations and Individuals	Issue	Date
Canadian Labour Congress		
Bob Baldwin, Director, Special Projects		
Kevin Hayes, Senior Researcher		
Nancy Riche, Executive Vice-President		
Bob White, Chair		
Cindy Wiggins, Senior Researcher		
Canadian Labour Force Development Board		
Gérard Docquier, Co-Chair		
Laurent Thibault, Co-Chair		
Joan Westland, Member of the Commission		
Canadian Union of Public Employees		
Richard Balnais		
Judy Darcy, Chair		
Margot Young, Research Consultant		
Centre for Community Entreprise		
Michael Lewis, Executive Director		
Native Women's Association of Canada		
Amy Angeconeb, Executive Director		
Janis Walker, President		
Canadian Federation of Students	33	November 4, 1994
Guy Caron, National President		
Bernie Froese-Germain, Researcher		
Canadian Teachers Federation and the Canadian Association of School Administrators		
Allan Bacon, President, Canadian Teachers' Federation		
R J Kennedy, Director of Education, Nipissing Board of Education		
Douglas S McCall, Director of Program and Services		
Harvey Weiner, Deputy General Secretary, Canadian Teachers' Federation		
<i>Centrale de l'enseignement du Québec</i>		
Daniel Lachance, Vice-President		
Richard Langlois, Economist		

Associations and Individuals	Issue	Date
Child Poverty Action Group		
Noelle-Dominique Willems		
Christa Freiler		
Susan McGrath		
<i>Confédération des syndicats nationaux</i>		
François Lamarche, Advisor		
Gérald Larose, President		
<i>Fédération canadienne pour l'alphabétisation française</i>		
Angèle Buteau, Vice-President		
Jean-Yves Desjardins, President		
<i>Fédération des travailleurs et travailleuses du Québec</i>		
Henri Massé, Secretary		
Dominique Savoie, Advisor		
Labourers' International Union of North America		
Daniel McCarthy, Director of LIUNA		
Movement for Canadian Literacy		
Anne Gauvin, Eastern Canada Liaison		
Jerry-Lee Miller, Secretary		
Duane Ross, Board Member		
YWCA Canada		
Dale Godsoe, President, National Board of Directors		
Elaine Teofilovici, Executive Director (Montreal)		
Child Care Advocacy Association of Canada	34	November 7, 1994
Jocelyne Tougas, Director General		
Building and Construction Trades Department		
Phil Benson, Director, Research		
Guy Dumoulin, Executive Secretary		
Joe Maloney, Assistant to the Executive Secretary		
Campaign 2000		
John Pasquini, Member		
Rosemary Popham, Chair		

Canadian Restaurant and Food Services Association

Michael Ferrabee, Vice-President, Government Affairs

Becky McKinnon, Committee Chair

Joyce Reynolds, Director of Human Resources

Congress of Aboriginal Peoples

Don Ross, Director of Programs

Jim Sinclair, National President

Mennonite Central Committee

Christopher-Derksen Hiebert, Director

David Hubert, Director of Employment Development

Joanna Reesor-McDowell, Community Co-ordinator, Tobermory
Community Activities

National Anti-Poverty Organization

François Dumaine, Assistant Director

Jean Swanson, President

National Council of Women of Canada

Ruth Brown, President

Beth Cook, Member

Dorothy Hodgson, NCWC Committee of Officers

May Nickson, Policy Advisor

National Visible Minorities Council on Labour Force Development

Edna Bayne, Council Member

Kay Blair, Chairperson

Betty Lough, Representative

Navin Parekh, Past Representative

National Youth in Care Network

Martha Kirby, National Director

Diana Smith, National Development Officer

Association des collaboratrices et partenaires en affaires

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November 8, 1994

Louise Myner, Member of the Board

Associations and Individuals	Issue	Date
Canada Committee for the International Year of the Family 1994		
Prem Bhenamadhu, Vice-President, Human Resource Research, Conference Board of Canada		
Robert Couchman, Co-Chair		
Robert Glossop, Director of Research, Vanier Institute for the Family		
Dan MacGregor, Senior Policy Analyst		
Carol Matusicky, Executive Director		
Julie Vaillancourt, Community Programming Coordinator		
Canadian Institute of Child Health		
Denise Avard, Executive Director		
Graham Chance, Chair		
Canadian Mental Health Association and the National Network for Mental Health		
Bonnie Pape, Program Director, CMHA		
Mark Parsons, Advocacy Coordinator, Ontario Psychiatric Survivors Alliance of Ottawa-Carleton		
Bill Carne, Past-Director, Ontario Psychiatric Survivors Alliance of Ottawa-Carleton		
Jayne Whyte, Facilitator		
Canadian Union of Educational Workers		
Derek Blackadder, National Executive Assistant		
Vanessa Kelly, National Chair		
Child Welfare League of America/Canada		
Sandra Scarth, Executive Director		
Elizabeth Tyrwhitt		
<i>Conseil canadien de la coopération</i>		
Réjean Laflamme, Director of Development		
Majella St-Pierre, Chair		
Sylvie St-Pierre-Babin, Executive Director		
<i>Fédération des communautés francophones et acadiennes</i>		
Marc Godbout, General Director		
Roger Lavoie, Reseacher		

Associations and Individuals**Issue****Date**

Gino Leblanc, Vice President

***Fédération nationale des femmes
canadiennes-françaises***

Ghislaine Foulem, Chair

National Action Committee on the Status of Women

Lorraine Michael, Member of the Board - CCA Social Reform

Sunera Thobani, Chair

National Association of Women and the Law

Martha Jackman, Associate Professor, Faculty of Law, University
of Ottawa

National Union of Public and General Employees

Larry Brown, National Secretary Treasurer

James Clancy, President

Nouveau départ national Inc

Lise Jacquot, Executive Director

Réseau national d'action-éducation femmes

Margot Cardinal, National Member

Denise Lemire, Project Director

Challenge Community Vocational Alternative

36

November 14, 1994

John Breen, Executive Director

**Child Care Training Project, Yukon College and Child
Development Centre, Whitehorse**

Pat Bragg, Coordinator

Jane Klassen, Coordinator, Infant Programs

Dayna Mckenzie, Assistant Director, Yukon Association for
Community Living

Council for Yukon Indians

Ann Bayne Chief, Liard, First Nation

Annie Burns, Elder

Hammon Dick, K T C Tribal Chief

Judy Gingell, Chair

Karel Grant

Betsy Jackson, Director of Programs

Winnie Peterson, Director of Education

Associations and Individuals	Issue	Date
Bobbie Smith		
Steering Committee of Ecumenical Social Justice Circle		
Renée Alford, Member		
John Ferbey, Member		
Robert Oliphant, Member		
Velma Robertson, Member		
Statements from the floor		
Michael Dougherty		
Michael G Miller, President, Yukon Federation of Labour		
Jon Leah Hopkins		
John Irving, Yukon Government Employee		
V A Liske		
Gail Noble, Counsellor		
Joie Quarton		
Ian Smibert		
Cathleen Smith		
United Way Society of the Yukon		
Ross Findlater, Chair, Social Planning Committee		
Lauri MacFeeters, Vice-President		
Ron Veale, President		
Yukon Building Construction Trades Council		
Todd Hardy, Secretary-Treasurer		
Luigi Zanasi, Economist-Advisor		
Yukon College Social Work 450 Class		
Terry Gehmair, Student		
Dudley Morgan, Manager of Programs		
Michelle O'Hara, Student		
Yukon Council on Aging		
Geoffrey Constable, President		
James Gorgebuck		
Isabelle Gow, Secretary		
Pamela Griffiths		

Associations and Individuals	Issue	Date
Ability Plus Employment Services	37	November 15, 1994
Helen Hughes, Board Member		
Norrie Preston, Coordinator		
Camosun College Student Society		
Shane Calder		
Rob Flemming, Research Coordinator		
Michael Subasic, Coordinator, Office Resources		
South Island Women for Economic Survival		
Josie Shofield		
Special Needs Daycare Coordinator Services		
Lorraine Aitken, Supported Child Care Service Coordinator		
Mary McLennan, Supported Child Care Service Coordinator		
Statements from the floor		
Doug Adams		
Barbara Adams		
Henry Boston, Secretary, B C Anti-Prohibition League		
Grant Dinnadge		
Mabel Jean Rawlins-Brannan		
Mehdi Najari		
Joanne Newbauer		
Lavinia Rojas		
Joop Schuyff		
Bill Tate		
Harbhagen Veillent		
Together Against Poverty Society		
Jacquie Ackerly, Member		
Lisa Philipps, Member		
Dorothy Livingstone, Member		
Tim Richards		
Margot Young, Board Member		
University of Victoria Students' Society		
Michael Gardiner, Director of Finance		
Beth Hardy, Member, Board of Governors		

Associations and Individuals	Issue	Date
Vancouver Island Public Interest Research Group		
Chenee Bamford, Part-time Executive		
Steven De Meulenaere, Director		
Prince J Nallo, Executive Director		
Victoria Labour Council		
Steve Orcherton, Secretary-Treasurer		
As individuals	38	November 16, 1994
Kelly E Quinn		
Bob Allaire		
Caryn Duncan		
Jonathan Kesselman, Department of Economics, University of British Columbia		
British Columbia Coalition of People with Disabilities		
Marcella Baldwin, Member of the Board of Directors, B.C. Association for Community Living		
Margaret Birrell, Executive Director		
Patty Gibson, Director of Communications, B C Association for Community Living		
Margo Massie, Past President		
British Columbia Institute of Technology Students' Association		
Christopher Lee, President		
Steve Miller, Executive Director, Student Association		
British Columbia Visible Minority Reference Group on Labour Force Development		
Linda Coyle, Representative		
City of Vancouver		
Lynne Kennedy, Deputy Mayor		
Joyce Preston, Director of Social Planning		
December 9 - A working coalition on lesbian, gay and bisexual rights		
Lawrence Aronovitch		
Paul Perchal		
Ellen Woodsworth		

Downtown Handicapped Association

Ray Casey, Member

Bill Hennessy Past President and Treasurer

Early Childhood Educators of British Columbia

Trudy Morton

Lower Mainland Community Based Services Society

Dave Sherritt, Director

Ludo Von Pelt, Director

Jack Styant, Executive Director

Network of Burnaby Seniors

Elsie Dean, President

North Vancouver Chamber of Commerce

Judi Ainsworth, Manager

Sadru Mitha, President

Simon Fraser University

Jack Blaney, Vice-President

Malgorzata Dubiel, President, Faculty Association

Hubert MacCarthy, Professor

Brent Mueller, President, Student Society

Social Planning and Research Council of British Columbia

Casey Dorin, Chair, Security and Labour Market Committee

Michael Goldbert, Acting Executive Director

Statements from the floor

Anna Fuchs, Member, National Family Network

Miche Hill, National Executive Director, National Action
Committee on the Status of Women

Robert M. Clark, Professor Emeritus, University of British
Columbia

Margi Sloane, Chair, PSAC Vancouver Political Action
Committee

Ellen Woodsworth, Co-Chair, Women to Women Global
Strategies

Arne Schilder

Linda Marcotte

Associations and Individuals	Issue	Date
Jeff Johnson		
Desmond Rodenberg		
Lorraine Gardner		
Dan Moore		
Callum Mackenzie		
Helen O'Shaunessy		
Pauline Coyne		
Lydia Sayle		
Michelle Skolar		
Lloy Wylie		
Vighen Pacradouni		
Steven Gray		
Juanita Vilak		
William Mozdir		
Frank Gerdenitis		
Niva Chow		
John Helmsby		
Ellen Woodsworth		
Bill Lewis		
Russell Hunter		
Daniel Lanské		
Keith		
Bill Scott		
Robert Brown		
Katie Williams		
Jeff Jewell		
Lena		
Diane Leclair		
United Native Nation's Society of British Columbia		
Daniel A Hill, Director of Operations		
Dan Smith, President		

Associations and Individuals	Issue	Date
B.C. & Yukon Territory Council of the Canadian Federation of Labour John McKnight, Organizer Rick Seder, Business Manager	39	November 17, 1994
British Columbia Daycare Action Coalition Rita Chudovsky, Member of the Steering Committee Susan Harney, Chair of the Steering Committee		
British Columbia Paraplegic Association Robb Dunfield, Member Norman Haw, Executive Director		
Canadian Mental Health Association - B C Division Bev Gutray, Executive Director Garry Long, Coordinator, Consumer Development Lil Selby, President		
College Institute Educators' Association of British Columbia Kathy Conroy, President Roseanne Moran, Staff Representative		
Confederation of University Faculty Associations of British Columbia Ehor Boyanowsky, President Robert Clift, Executive Director		
End Legislated Poverty Terrie Hendrickson, Member Linda Marcotte, Member Gael Marriotte Member Antoinette Saleh, Member Nicky Sangha, Member Geri Werthner, Member		
Fraser Institute Owen Lippert, Senior Policy Analyst Michael Walker, Executive Director		

Associations and Individuals	Issue	Date
Kids First Parent Association of Canada Vivien Frost-Rogers, President		
Westcoast Women for Family Life Laura Byrne, Director Kathleen Higgins, Treasurer Janet McMorland, President Nancy Peirce		
YWCA Vancouver Barbara Cameron, Board Member Lois Hollstedt, Executive Director Marnie Marley, Social Programs Bev Park, Member		
Alberta Association of Community Based Trainers Elvin Collins	40	November 18, 1994
Alberta Association of Social Workers Margot Herbert, President Margaret L. Duncan, Executive Director and Registrar		
Alberta Federation of Labour Linda Karpowich, President		
As individual Bob Bossin		
Canadian Federation of University Women (CFUW) - Edmonton Alberta Boytzun, President Homasine Irvin, Member		
Edmonton Children and Families Initiative Scott Evans Martin Garber-Conrad Judith Padua		
Edmonton Coalition for Quality Child Care Society Corinne Ferguson, Chairperson Avril Pike, Member		

Edmonton Community and Family Services

Maria David-Evans, Manager of Operations

John Lackey, General Manager, Community and Family Services

Edmonton Social Planning Council

Jonathan Murphy, Executive Director

Family Centre of Northern Alberta

P. Conway

Midge Cuthill, Volunteer

Marin Athanasopoulos, Volunteer

Margaret Wong, Family Advocate

Income Security Action Committee

Marjorie Bencz, Executive Director of Food Bank

Dianna Williamson, Alternative Solutions for Albertans

Laingsbrough Resources Group

Anne Smith, Consultant

National Coalition for Rural Child Care - Alberta Division

Margaret Jones

Roundtable

William G Maynes, Educational Administration, University of Alberta

Alice Nakaruma, Faculty of Business, University of Alberta

Ken Norrie, Department of Economics, University of Alberta

Statements from the floor

David MacFarlan

Jill Van Dyk

Deborah Warren

Joe Dickey

Seth Klein

Marne Kensen

John Kelly

Frank Bertram

Kenneth C. Pals, President (Retired), Workers Compensation Board

Associations and Individuals	Issue	Date
Alberta & Northwest Conference of the United Church of Canada - Economy Task Group Suzanne Cowles, Inner City Pastoral Ministry Bob Settle, Conference Staff, Ministry of Social Action and Service	41	November 19, 1994
Alberta Association of Retirement Planners Roberta Bedard		
Alberta Committee of Citizens with Disabilities - Southern Office Diane Brent, President Jason Foster, Social Action Director Bill Miller, Board Member		
As individuals Rose Armstrong Alan A. Johnson		
Association of Academic Staff - University of Alberta Ann McDougall, President		
Calgary and District Labour Council Yvonne Schmitz, Executive Member		
City of Edmonton Maria Davie-Evans, Manager of Operations Jan Reimer, Mayor		
Edmonton Chamber of Commerce Martin Salloul Colin Tulloch, Manager, Policy Development		
National Foundation for Family Research and Education Mark L. Genuis, Executive Director		
Native Council of Canada (Alberta) Roy Cardinal, Member William Cockerille, Board Director Nora Howle, Board Director Roy Little, Chief Member Baldwin Reichwein, Member		

Associations and Individuals	Issue	Date
Doris Ronnenber, President		
Sarah Schug Board Director		
Statements from the floor		
Eva Beaverho, N W T Literacy Council		
Bob Brooks, Executive Director, N W T Chamber of Commerce		
Katherine Brown		
James Daniels		
Mark McConnell		
Tooker Gomberg		
James Kosowan		
Barb Paquin		
Anne Starling		
Lilliane Tetreau-Sargent		
Albert Opstad		
Don Brandon		
Bev Suderman		
Nancy Miller		
Katherine Downton		
W Doskoch		
Richard McCabe		
Leila Binde		
Peter Moore		
Todd Ferguson		
University of Alberta Graduate Students Association		
Kimberley Krushell, President		
University of Alberta - Office of the President		
Bill Bridger, Associate Vice-President, Research		
University of Alberta Students' Union		
Suzanne Scott, President		
Aboriginal Youth	42	November 21, 1994
Jennifer Duncan		
Ryan Mercredi		

Associations and Individuals	Issue	Date
Alternatives North Sharon Burns, Coordinator Suzette Montreuil, Co ordinator		
Dene Nation Bill Erasmus		
Friendship Centres Tom Eagle		
Metis Nation Gary Bohnet		
National Action Committee on the Status of Women - N.W.T. Representative JoAnn Lowell		
Northwest Territories Federation of Labour Jim Evoy, President		
Status of Women Council of the Northwest Territories Lynn Brooks, Executive Director Sharon Sawshuk		
Yellowknife Association for Community Living Lanny Cooke		
Yellowknife Chamber of Commerce Cheryl Best, Executive Director Fred Leonardis, President		
Yellowknife Women's Society Arlene Haché, Director		
YWCA Yellowknife Barbara Dram, Member Barbara Guy, Chair of Social Action Committee Caroline Kent, Member		
Alberta Association for Community Living Barbara Nish, President Roy Skoreyko, Board Member Bruce Uditsky, Executive Director	43	November 22, 1994

Associations and Individuals	Issue	Date
Alberta/N W T Network of Immigrant Women		
Kamal Sehgal, Co ordinator		
Pamela Dos Ramos, Board Member		
Calgary Chamber of Commerce		
Bill Kaufmann, General Manager		
Walter Litvinchuk, President		
Calgary Evangelical Ministerial Association		
Jim Wallace		
Calgary Meals on Wheels		
Lynn Homer, Executive Director		
Myrna Waddell, Vice-President of the Board of Directors		
Calgary Poverty Focus Group		
Denise Christopher		
Gregory Lang		
Stephan Milner		
Fred Robertson		
Marilyn Seelye		
Calgary Regional Association for Quality Child Care		
Noreen Murphy, Vice-Chairperson		
Kathy Stefko, Secretary		
City of Calgary - Special Task Force on Social Policy		
Al Duerr, Mayor		
Jake Kuiken, Staff Member		
Barbara Scott, Alderman		
Construction and General Workers'Local Union No 1111		
Bob Rota, Assistant Business Manager		
Council of Presidents - Public Colleges and Technical Institutes of Alberta		
Bob Bigsby, Chairman		
Margaret Hildebrand, Executive Assistant		
Early Childhood Professionals Association of Alberta		
Thelma Cowan, Member of Provincial Board of Directors		

Associations and Individuals	Issue	Date
Easter Seal Ability Council		
Sandy Jolliffe, Past President,		
Susan Law, South Regional Administrator		
Family & Community Support Services Association of Alberta		
Gitta Hashizume, President		
Independent Living Resource Centre of Calgary		
Chris Jones, Executive Director		
Muriel Keeling, Past Chairperson		
Sharlene Taylor, Information Referral Coordinator		
Rita Thompson, Board Member		
Metis Nation of Alberta		
Lyle Donald, Vice-President		
Ian Taylor, Consultant		
Statements from the floor		
Gordon Christie		
Norma Farquharson		
Pip Farrar		
Donna Haslam, Member, Women's Collective and Resource Centre		
Peter Jaffray		
Pauline Kay		
Beverley Smith		
Konia Tronton, Physicians for Global Survival		
Anne Wilson		
Jim Wolter		
Corrine Younie, Women Looking Forward		
Training and Employment Network for Women		
Pam Krause, Member		
Lorraine Moulding, Member		
University of Calgary Student Union		
Jason Allan, President		
Cooper Langford, Vice-President, Research		

Associations and Individuals	Issue	Date
Andrew McElheran, Vice-President, External		
YWCA of Calgary		
Doreen Saunderson, Chairperson, Social Issues Committee		
Adult Education Sectoral Committee of the Saskatchewan Federation of Labour	44	November 23, 1994
Pam Berkbeck, Director, Saskatchewan Federation of Labour		
Tim Davies, Research Officer, Saskatchewan Government Employees' Union		
Kate Hodgson, Library Technician, CUPE		
Jim Holmes, Servicing Representative, CUPE		
K Kutz, Faculty, Saskatchewan Urban Native Teacher Education Program, Vice-Chairperson, Adult Education Sector		
Heather Wagg, Sessional Lecturer, University of Saskatchewan, President, CUPE 3287 SFL rep to Saskatchewan Education Council		
Council on Social Development Regina Inc		
Joe Dufour, Board Member		
Lorelee Manning, Executive Director		
Merrilee Rasmussen, President		
DisAbled Women's Network (DAWN) Saskatchewan		
Lynette Griffin, Saskatchewan Provincial Coordinator		
Barbara Kvale, Member Saskatoon Chapter		
Carmen Trimble, Regina Chapter Chairperson, Vice-Chairperson, DAWN Saskatchewan		
Early Childhood Intervention Program		
Susan Tenold, Early Interventionist		
Federation of Saskatchewan Indian Nations		
David Ahenakew, Senator, Former Leader of the Assembly of First Nations		
Rick Gamble, Spokesperson, Past Chief of Beardsley's - Okemasis, First Nations		
Metis Pathways Secretariat/Regional Metis Management Board, Metis Minister of Employment and Training		
Guy Bouvier, Chairman of Regional Metis Management Board		
Paul Dagnault, Technical Person		
Edwin Pelletier, Metis Minister of Culture		

Associations and Individuals	Issue	Date
People Empowering People		
Sandra MacDougall, Support Group Leader		
Maurice Wainwright, Chairman, NAPO Saskatchewan Steering Committee		
Janice Wotherspoon, Coordinator		
Regina Aboriginal Human Services Co-operative		
Dale Pelletier, Executive Director		
Marjorie Sayer, Secretary-Treasurer		
Regina Metis Management Authority		
Dave McKay, Assistant		
Harris W Daniels, Chief Executive Officer		
Regina Poverty Action Group		
Dave Broad		
Phillis Gibson		
Loralee Manning		
Joan Prentice		
Saskatchewan Cultural Workers		
Patrick Close, Canadian Artist Representation		
Brenda Niskala, Saskatchewan Publishers Group		
Bruce Rice, Poet, Saskatchewan Writers Guild		
Bill Siggins, ACTRA, Saskatchewan		
Saskatchewan Indian Federated College		
Eber Hampton, President		
Jackie Oka, First Chair, Student's Association		
Danielle Woodward, Student's Association		
Saskatchewan Labour Force Development Board		
Mike Rushby, Business Co-Chair		
Janis Stone, Executive Director		
Kerry Westcott, Labour Representative		
Saskatchewan School Trustees Association		
Craig Melvin, Executive Director		
Debbie Ward, Executive Member		

Associations and Individuals	Issue	Date
Saskatchewan Seniors Mechanism		
Wally Coates, Board Director		
Harry Karolot, Board Director		
Marjorie Willson, President		
Statements from the floor		
Todd Arseneau, Student, University of Regina		
Edward Courterille, CFAS Regina Representative		
Garnett DeShaw		
Dustin Fritz		
Ronny Ismail, Student		
Daniel Johnson		
Dawn King, President, Kelsey Students' Association		
Della MacNeil, Research Assistant Saskatchewan Action Committee on the Status of Women		
Craig Saunders, Student		
Krippa Sekhar, Research Assistant, Saskatchewan Action Committee on the Status of Women		
Shawn Silzer, Student		
Marnie Stoney, Student		
Elizabeth Wilkie, Presenter, Wascana Students Association		
Laura Enick, Schizophrenia Society of Saskatchewan		
Kim Hoyer, International Centre for Sustainable Global Development		
Loree Lynn		
Roger Petry, International Centre for Sustainable Global Development		
Kay Willson, Social Fairness Action Coalition		
Women's Reference Committee of the Saskatchewan Labour Force Development Board		
Pam Hanna, Women's Representative		
As individual	45	November 24, 1994
Philip Bladen		
Canadian Alliance for Home Managers		
Carol Lees, Member of the Board		
Betty Schurman, Member of the Board		

Associations and Individuals	Issue	Date
<i>Fédération provinciale des Fransaskoises Inc</i>		
Catherine Darvault, South Rural Advisor		
Maria E Lepage, President		
Margo Fauchon, General Director		
NEWSASK Community Futures Development Corporation		
Vicki Newmeyer, General Manager, Meridian Community Futures		
Len Procyshyn, Manager		
Warren Radloff, Chairman		
Regina Friendship Centre Corporation		
Swayne Redman, Executive Director		
Stephen Ward, Member		
Saskatchewan Chamber of Commerce		
Cam Cooper, Chairman, Education Committee		
Brian Kinder, First Vice-President		
Saskatchewan Coalition Against Racism		
Peter J Gilmer, Executive Director		
Victor Lau, President		
Saskatchewan Coalition for Social Justice		
Nancy Carmichael, Co-Chair		
Jan Joel, Member		
John Warnock, Member		
Saskatchewan Institute of Applied Science and Technology		
Art Knight, President		
Modest Kowal, Principal, Kelsey Institute SIAST, Saskatoon		
Brian Kraus, Dean, Academic Services, Kelsey Institute SIAST, Saskatoon		
Yvonne Pinder, Chief Financial Officer, SIAST Secretariat, Saskatoon		
Bob Welte, Acting Dean, Student Services, Wascana Institute SIAST, Regina		
Dawn King, President, Kelsey Students' Association		

Associations and Individuals	Issue	Date
Saskatchewan's Working Group on Social Security Reform for Persons with Disabilities (Saskatchewan Voice of the Handicapped) Donna Duxbury, Chair Michael Huck, Member, South Saskatchewan Living Centres Lorrie Shalley, Policy Analyst		
Statements from the floor Bill Crawford, Student Financial Advisor Wilf Gardiner		
Transcona Park Child Care Co-operative Rita Racette, Board Member Leslie Surtees, Special Needs Coordinator		
Unemployed Help Centre Committee Mark Crawford, Committee Member Kelvin Goebel, Committee Member		
University of Regina Kevin Armbruster, Student Association, Vice-President, Academic Loretta Gorlash, Graduate Students Representative Donald Wells, President		
University of Saskatchewan Faculty Association Eric Neufeld, Chair		
University of Saskatchewan Students' Union Jeff Leslie, External Vice-President		
University of Saskatchewan Peter MacKinnon, Dean of Law		
As individuals	46	November 25, 1994
Jenette Goodman Murray Smith		
<i>Association des étudiant(e)s du Collège universitaire de Saint-Boniface</i> Réal P Déquier		
Association for Community Living - Manitoba Moirá Grahame, President		

Associations and Individuals	Issue	Date
Allister Gunson, Past President Dale Kendel, Executive Director		
Canadian Federation of University Women (CFUW) - Manitoba Council		
Donna Blight, Vice-President, University Women's Club of Winnipeg		
Gail Campbell, Chair, Public Policy, University Women's Club of Winnipeg		
Enid G Marantz Regional Director		
Community Education Development Association of Winnipeg Inc.		
Betty Edel, President		
Tom Simms, Executive Director		
Community Futures Partners of Manitoba Inc		
Pat Roy, Chair		
Ken Tully, Managing Director		
Financial Aid and Awards - Universities of Manitoba and Winnipeg		
Judy Dyck, Director, University of Winnipeg		
Financial Aid and Awards - University of Manitoba		
Peter Dueck, Director, University of Manitoba		
Institute of Urban Studies		
Tom Carter, Director		
Jeffrey Patterson, Senior Research Fellow		
Manitoba Association of Social Workers		
Don Lugtig, Chair, Social Action Committee		
Joseph Ryant, Member		
B Unfred, President		
Manitoba Building and Construction Trades Council		
Edward Hawrysh, President		
Frank Thomas, Executive Secretary		
Manitoba Child Care Association		
Dawn Forbes, Executive Member		
Anna Nault, Chairperson, Public Policy Committee		

Associations and Individuals	Issue	Date
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Manitoba Community Health Centres

Judy Cook, Director, MFL Occupational Health Centre

Evelyn Forget, Member of the Board of Directors, Clinic
Community Health Centre

Irene Haigh, Director, Executive Director, Nor'West Co-op
Health and Social Services Centre

Sharon Perrault, Member of the Board of Directors, Clinic
Community Health Centre

Joanne Platter, Chairperson, Board of Directors, Women's Health
Clinic

Patti Sullivan, Representative on National CHC Network
Executive Director, Clinic Community Health Centre

Barbara Wiktorowicz, Urban Co-Chairperson, Executive
Director, Women's Health Clinic

Manitoba League of the Physically Handicapped Inc

David Graham, 2nd Vice-President

David Martin, Provincial Coordinator

Allan Simpson, Member

Seven Oaks Child Day Care Centre Inc

Wayne Benedet, Board Chair

Brigitte Insull, Executive Director

St. Amant Centre Inc. (Developmental Day program - Developmental Preschool Outreach Program)

Ruth Hiebert, Assistant Director

Statements from the floor

Lawrence Deane, Instructor, Winnipeg Education Centre

Ms Ducharme

Ken Emberley, Canadian Environment Network, City of
Winnipeg Social Services Department

Jim Finlay

Judee Gannon, President, Gannon Consultants

Roberta Love

Gladys Marquez

Tim Sale

Muriel Smith

Marlene Vieno

Associations and Individuals	Issue	Date
Rupert Whitehead		
Sturgeon Creek Entreprises Inc - Network South Entreprises Inc - Manitoba Supported Employment Network		
Krista Keryluk, Consumer - Disability		
Carrie Solmundson		
Anne Zebrowski, Parent		
Success Skills Centre		
Monika G Feist, Director		
University of Manitoba Students' Union		
Nahlah Ayed, Vice-President University of Manitoba Graduate Students' Association		
Dougald Lamont, Researcher		
Blessing Rugara, President		
Adolescent Parent Centre	47	November 26, 1994
Melanie Belcourt		
Dawn Kelly		
Trish Sinanan		
As Individual		
Daniel L McAuley		
Choices-A Coalition for Social Justice		
Mike Gidora, Member		
Irene Haigh, Co-Chair		
Rob Hilliard, Coordinator, Manitoba Federation of Labour		
John Loxley, Past Co-Chair		
Don Sullivan, Member		
City of Winnipeg - Committee on Planning and Community Services		
Juergen Hartmann, Program Manager		
Leslie King, Program Manager		
Mike O'Shaughnessy, Counselor		
Coalition for the Education and Training of Women		
Monika Feist, Co-Chair		
Marylea McDonald, Co-Chair		

Associations and Individuals	Issue	Date
Linda Taylor, Co-Chair		
Roberta Trudeau, Co-Chair		
Deaf Literacy Program		
Kirk Ferguson, Team Instructor		
John Gibson, Instructor		
Family Day Care Association of Manitoba		
Maxime Balbon, Director, Public Education		
Marie Rossett, Chairperson		
Le Pas Friendship Centre		
Wayne Helgason, President, National Association of Friendship Centres		
Brad Stoneman, President Manitoba Association of Friendship Centres		
Literacy Workers Alliance of Manitoba		
Kathleen Leary, Vice-President		
Barbara Thompson, President		
Manitoba Women's Advisory Council/Manitoba Advisory Council on the Status of Women		
Olivia Flynn, Executive Director		
Maggie Nishimura, Chairperson		
Betty Nordrum, Policy Analyst		
Manitoba Women's Coalition on Social Policy		
Kristine Barr, Co-project Coordinator		
Hari Dimitrakopolou, Member of the Board, Project Coordinator		
Susan Prentice		
<i>Réseau - Pluri-Elles - Entre-temps des franco-manitobaines</i>		
Mireille Bouvier, Vice-President		
Rachel Massicotte, President (Entre-Temps)		
Denise Veilleux, President (Réseau)		
Statements from the floor		
Judy Cornell, Member, Coalition of Custodial Parents		
Rosella Dyck, Coalition of Custodial Parents		
Ken Gibson		

Associations and Individuals	Issue	Date
Alan de Jardin		
Phyllis Jivan, Coalition of Custodial Parents		
Irène Labrosse, Coalition of Custodial Parents		
Jim Finlay, Income Security		
Serena Stone		
Lauren Tinley, Coalition of Custodial Parents		
University of Winnipeg Students' Association		
Jim Heber, President		
Winnipeg Boys and Girls Clubs Inc		
Bob Ashuk, President		
Mike Owen, Executive Director		
Winnipeg Chamber of Commerce		
Andrew Alleyne, Chair, Federal Finance Task Force		
John Granelli, Chair		
Al Shipman, Member		
Winnipeg Child and Family Services		
Keith Cooper		
Winnipeg South-Centre High School Coalition		
Carleigh Boutang, Student		
Joshua Frost, Student		
Tom Garrett, Student		
Yussef Munoz, Student		
Mira Oberman, Student		
Usha Stankiya, Student		
Association des personnes âgées de Rockview	48	November 28, 1994
Clarence Soule, President		
Association Laurentienne des étudiants et étudiantes francophones		
Daniel Charbonneau, President		
Donald Pelletier, Vice-President		
<i>Child Care Resources</i>		
Lois Mahon, Executive Director		

Associations and Individuals	Issue	Date
<i>Collège Cambrian</i>		
Larry Bouchard		
Glenn Crombie, President		
Marie Tincombe-Shaw		
Canadian Labour Congress-Ontario Northwest Region		
John Filo, President, Sudbury and District Labour Congress		
Patrick Meagher, Director, Community Services		
J. Barry Fraser, Representative, Ontario North		
Carole Ritchie, Vice President, Labour Congress of Canada		
<i>Conseil d'administration des services sociaux du district de Sudbury</i>		
Terry Kett, President and Mayor of Walden		
Mark Mieto, Commissioner, Health & Social Services, Regional Municipality of Sudbury		
Social Planning Council fo Sudbury		
Anne-Marie Kooiman, Executive Director		
Statement from the Floor		
Donna Mayer		
Laurentian University-School of Social Work		
Ken Calmain, Professor		
Jean-Marc Bélanger, Professor		
Marge Reitsma-Street, Director		
Canadian Federation of University Women		
Eleanor Milliken, Regional Director - Ontario North		
Laurentian Students' General Association		
Steven Cardinali, Vice President, External Affairs		
Low Income People Involvement of Nipissing		
Jeff J. Serran, Programs Director LIPI/HSD		
V. Lynne Bennett, Program Director WOO		
Lana M. Mitchell, Executive Director		
Northeastern Ontario Building and Construction Trades Council		
Andy Holder, Recording Secretary		

Associations and Individuals	Issue	Date
Patrick Barnholden Penny Earley		
Sault Ste-Marie Social Justice Coalition Iris Anne Bertrand, Member Robin Hohmann, Member Mary Rose Mullally, Member		
Laurentian University Gratien Allaire, Assistant Nicole Boivin, Assistant Paul Cappon, President Ron Chrysler, Vice-President, Administration		
Boys and Girls Clubs of Ontario Ted Aldridge, Volunteer Board Member Karen Byrnes, Youth Member Candace Ogden, Youth Member David Rew, Staff Member	49	November 29, 1994
Canadian Federation of Labour - Ontario Council Reg Conrad		
Coalition for Children, Families and Communities and Sparrow Lake Alliance Barbara Kilbourn, Coordinator Dr Paul Steinhauer, Chair		
Coalition for Social Assistance Reform (CSAR) Robin Alsop, Member Tom Baker, Member Julie Haubrick, Member Sharon Majik, Member Frances Nordvie, Member Byron Sheldrick, Member		
Daily Bread Food Bank of Toronto Sue Cox, Assistant Director Gerard Kennedy, Executive Director		

Associations and Individuals	Issue	Date
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East End Literacy

Alfred Jean-Baptiste, Program Coordinator

Toby Lennox, Treasurer

Low-Income Families Together (LIFT)

Nyambura

Martin Baker

Josephine Gray

Anna MacKeighan, Secretary to Board

Oliver Springer

Municipality of Metropolitan Toronto

Caryl Arundel

Alan Tonks, Chairman

Ontario Association of Family Resource Programs

Marg Cox, Co-Chair

Jasmin Earle, Co-Chair

Ontario Coalition for Better Child Care

Kerry McCuaig, Executive Director

Martha Friendly, Council Member

Laurel Rothman, Executive Member, Child Care
Advocacy Association of Canada

Ontario Coalition for Children and Youth

Zenia Wadhwani

Lynda Manser

Sean Kennedy

Ontario Federation of Labour

Gordon Wilson, President

Duncan MacDonald, Programs Director

Ken Signoretti, Executive Vice-President

Ontario Medical Association

Chandrakant Shah, Member, Population Health Committee

Ted Boadway, Director, Staff Policy Development

Roundtable

Monica Townson, Ontario Fair Tax Commission

Associations and Individuals	Issue	Date
<p>Sherri Torjman, Vice-President, J Fraser Mustard</p> <p>Ryerson Polytechnic University</p> <p>Terence Grier, President</p> <p>Statements from the Floor</p> <p>Poirier Besner</p> <p>David Black</p> <p>Beverly Gardner</p> <p>May Harmon</p> <p>Morris Jesion</p> <p>Paul Rapsey</p> <p>Michael Rosenberg</p> <p>University of Toronto</p> <p>J. Robert S. Prichard, President</p> <p>Heather Munroe-Blum, Vice-President, Research and International Relations</p> <p>Advocates for Community-Based Training and Education for Women (ACTEW) and National Women's Reference Group (NWRG)</p> <p>Karen Charnow Lior, Coordinator</p> <p>Kathleen Thomas, Researcher</p> <p>African Canadian Legal Clinic</p> <p>Davies Bagambiire, Executive Director</p> <p>Association of Ontario Health Centres</p> <p>Sunny Arrojabo, Executive Director</p> <p>Jeweale Smith</p> <p>Board of Trade of Metropolitan Toronto</p> <p>John Bech-Hansen, Assistant Manager, Business Government Policy</p> <p>Brian Bethune, Member, Economic Policy Committee</p> <p>Don McIver, Chair, Economic Policy Committee</p> <p>Canadian Federation of Students - Ontario</p> <p>Jason Hunt, Chairperson</p>	50	November 30, 1994

Associations and Individuals	Issue	Date
Catholic Children's Aid Society of Metropolitan Toronto		
Colin Hughes		
Colin Maloney, Executive Director		
Children's Aid Society of Metropolitan Toronto		
Tania Comrie, Former Youth-In-Care		
Jack Darvile, President, Board of Directors		
Bruce Rivers, Executive Director		
Evangelical Lutheran Church in Canada		
Rev. David Pfrimmer		
Rev. Ray Hodgson		
Income Maintenance for the Handicapped Co-ordinating Group		
Harry Beatty, Legal Counsel, Advocacy Resource Centre for the Handicapped (ARCH)		
Scott Seiler, Coordinator		
Laura Stambler, Chair		
Integration Action Group		
Verlyn Rowett		
McMaster Students' Union		
Jason Stevens, President		
Metro Toronto Coalition for Better Child Care		
Zeenat Janmohamed, Co-ordinator		
Maureen Myers, President		
Ontario Confederation of University Faculty Associations		
Rob Centa		
Ian MacDonald		
Marion Perrin		
Ontario Council of Agencies Serving Immigrants (OCASI)		
Sharmini Peries, Executive Director		
Consuelo Rubio, Member		

Associations and Individuals	Issue	Date
Pape Adolescent Resource Centre		
Kasha Bilobram		
Garrett Keen		
Sean Kennedy		
George McClure		
Marlon Merraro		
Toni Taylor		
Peterborough Coalition for Social Justice		
Floyd Howlett		
Linda Slavin		
Ryerson Students' Union		
Mike D'Angelo, President		
Greg Thomas, Vice-President, Education		
South Etobicoke Community Legal Services		
Kenn Hale, Lawyer/Director		
Sharon Majik, Community Legal Worker		
Statements from the floor		
Timothy Hemming		
Bob Innes		
A Newyniak		
Robert S W Campbell		
Shalom Schachter		
Grant Lowe		
Toronto Aboriginal Social Services Association (TASSA)		
Jonathan Rudin, Researcher/Writer		
Cliff Summers, Executive Director		
University of Guelph Central Students' Association		
Kate Armstrong, Local Affairs Commissioner		
Kim Emmerson, External Affairs Commisioner		
University of Toronto Graduate Students' Union		
Stephen Johnson, President		

University of Toronto Students' Administrative Council

Gareth Spanglett, President

University of Western Ontario

Paul Davenport, President

York Federation of Students

Andre Bastian, President

Frank Cappadocia, Vice-President, External

York University

Sheldon Levy, Vice-President, Institutional Affairs

Michael Stevenson, Acting President

Donald Wallace, Senior Policy Analyst

Youth Policy Directions

Chris Cormier, Provincial Coordinator

Delia DeSimone, Research Assistant

Tina Gibbs, Youth Facilitator

Building and Construction Trades Council - Toronto/Central Ontario

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December 1, 1994

John Cartwright, Business Manager

Canadian Manufacturers' Association - Ontario Division

Bruce Francis, Chair, Human Resources Committee

Ian Howcroft, Policy Advisor

Downtown Economic Enterprise Development (DEED)

Charles Purdy, Operations Manager

Harding Vowles, Co-Chair

General Motors of Canada Limited

Dean Munger, Vice-President and General Director of Personnel

Tayce Wakefield, Vice-President, Corporate Affairs

Greater Peterborough Chamber of Commerce

Don Frise, General Manager

Hamilton and District Labour Council (CLC)

Bob Sutton, Secretary

Associations and Individuals	Issue	Date
Labour Council of Metro Toronto and York Region		
Lynda Torney, President		
Motor Vehicle Manufacturers' Association		
Don McKenzie, Vice-president, Industrial Relations, Ford Motor Company of Canada Limited		
Mark Nantais, President		
Ontario Association of Youth Employment Centres		
Philip Brown, Board Member		
Jean Faulds, Executive Director		
Provincial Building and Construction Trades Council of Ontario		
Patrick J. Dillon, President		
Alex Lolua, Government Relations Representative		
REAL Women of Canada		
Christine Burns, Representative of Durham Chapter		
C. Gwendolyn Landolt, National Vice-President		
Lorraine McNamara, National Secretary		
Social Planning Council of Metropolitan Toronto		
Peter Clutterbuck, Executive Director		
Brigitte Kitchen, Council Board and Executive Committee Member		
Armine Yalnizyan, Program Director		
Statement from the floor		
Paul Kitchen		
United Food and Commercial Workers International Union (National)		
Janet Dassinger, Director of Training		
John Tremble, Researcher		
United Way of Greater Toronto		
Association of Colleges of Applied Arts and Technology of Ontario		
Gordon Floyd, Member of the Board of Trustees		
Marie Marchand, Vice-Chair		
Elizabeth Mulholland, Government Relations Director		
John Rankin, President, George Brown College		

Associations and Individuals	Issue	Date
Margaret Weiers, Volunteer		
Business and Professional Women's Club of Windsor	52	December 2, 1994
Nell Exner, Vice-President, Windsor Club		
Susan Lescinsky, President, Windsor Club and Ontario Provincial Secretary		
Canadian Auto Workers - Local 127 (Political Education Committee)		
Buddy Kitchen, Chairperson		
Canadian Auto Workers - Local 195		
Fred Lamont, 2nd Vice-President		
Canadian Auto Workers - Local 200		
Dave Croswell, Chair, Political Education Committee		
Canadian Auto Workers - Local 444		
Peter Pellerito, Chair, Political Education Committee		
City of Windsor - Social Services Department		
Susan Ellis, Director, Income Maintenance		
Dana Howe, Commissioner		
Essex County District Health Council		
Isabel Cimolino, Vice-Chair		
Steve Lough, Health Planner		
Life Spin		
Faith Coates, Co-Executive Director		
Jacqueline Thompson, Co-Executive Director		
Ontario Secondary School Teachers' Federation, District One (Windsor)		
Larry French, Director, External Policy		
Jim McQueen, Executive Officer		
Pat Pajot, E S S Sector		
Michael Walsh, President		
As individuals		
Linda Crawford		
Linda Girard, Project Ploughshares		
Phyllis J Doyle		
Victor Knight, Canadian Council on National Issues		

Associations and Individuals	Issue	Date
Christine Wilson, Downtown Mission Volunteers		
Pat Wyllie, Women's Committee - PSAC - CEIU		
Statements from the floor		
Jo-Anne Johnson		
Kendal McKinney, Canadian Union of Public Employees - Local 543		
Lorraine Shalhoub, Windsor-Essex Bilingual Legal Clinic		
Cynthia Vigneux, Student		
Victor White		
Donna Willan, Public Alliance Women's Committee (Windsor & District)		
Pat Wyllie, Public Service Alliance of Canada		
University of Windsor - Office of the President		
Bill Jones, Vice-President, Academic		
Ron W Ianni, President		
University of Windsor Student Alliance		
Prof Heather MacIvor		
Chris Maich, President		
Debbie Quintal, Director of Finance and General Manager, Student Government		
Windsor and Area Coalition for Social Justice		
George Crowell, Representative		
Margaret Villamizar, Representative		
Windsor and District Labour Council		
Peter Pellerito, Chair, Political Education Committee		
Windsor Coalition Against Poverty		
Marion Overholt, Member		
Windsor-Essex Coalition of Unemployed/Underemployed		
Mansfield Mathias, Chair, Newspaper Committee		
Victor White, Chair, Press Committee		
Windsor Women's Incentive Centre (Windsor Task Force on Social Security Reform)		
Janet Greene-Potomski, Executive Director		
Kristie Pagniello, Researcher		

Associations and Individuals	Issue	Date
Baffin Region Futures Society (BRFS) Carmen Levi, Chairperson Edward Picco	53	December 5, 1994
Baffin Region Inuit Association Richard Clarke, Representative		
Inuit Broadcasting Corporation Lynda Gunn, Station Manager Annie Ningeok, Show Producer, Children's Programs		
Inuit Tapirisat of Canada Okalik Eegeesiak, Executive Assistant		
Iqaluit Social Security Programs Discussion Group Janet Armstrong, Member Jack Hicks, Member		
Municipality of Iqaluit Tom Demcheson, Councillor Lynn Hirshman, Director, Department of Social Services Joe Kunuk, Mayor		
Nunavut Chamber of Commerce Brian McLeod, Past President of Baffin Chamber of Commerce Steven Roberts, Past President, Iqaluit Chamber of Commerce		
Nunavut Implementation Commission Jack Hicks, Director of Research Meeka Kilabuk, Secretary-Treasurer and Commissioner Bert Rose, Coordinator, HRD		
Nunavut Tungavik Inc Leena Evic-Twerdin, Director, Social and Cultural Development Jose Kusugak, President		
Statement from the floor Randy Ames		
Association des manufacturiers du Québec Gérald A Ponton, President and General Director Gaston Charland, Vice-President, Human Resources and quality	54	December 6, 1994

Associations and Individuals	Issue	Date
Canadian Jewish Congress - Quebec Region and Federation of Jewish Community Services in Montreal		
Linda Kislowitz, Member		
David Mendelson, Member		
Elizabeth Pérez, Member		
Frank Schlessinger, President		
<i>Chambre de commerce du Québec</i>		
Michel Audet, President		
Robert Salette, Counsellor		
Coalition of Quebec Seniors		
Martin Apps		
Georges Assal		
Gisèle Bérubé, Co-Chair, Debates		
Henri Hudon, Co-Chair, Debates		
Ruoulph Scalzo		
<i>Coalition populaire de Granby et région</i>		
Réjean Audy, Union Consultant, CSD		
Denise Brodeur		
Michel Girard		
Jean-Luc Nappert, <i>responsable</i>		
<i>Comité régional intersyndical de Montréal</i>		
Henri Egretaud, Counsellor, <i>Alliance des professeurs</i>		
Bara M'Bengue, Vice-President <i>Conseil central C T M</i>		
Richard Tremblay, President		
<i>Conseil communautaire de Côte-des-Neiges/Snowdon</i>		
Jacques Benoit		
Denise Lacelle, Member of the Board		
Marie-Paule Garand		
<i>Conseil communautaire solidarités Villeray</i>		
Jacques Bordeleau, Coordinator		
Mario Tardif, Member of the Board		

Associations and Individuals	Issue	Date
<i>Conseil du patronat du Québec</i>		
Jacques Caron, Director of Research		
Ghislain Dufour, President		
<i>Conseil provincial des travailleurs et travailleuses unis de l'alimentation et du commerce</i>		
Yvon Bellemare, President		
<i>Conseil provincial du Québec des métiers de la construction (international)</i>		
Yvan Bertrand, <i>secrétaire-archiviste</i>		
Francine Legault, Information Officer		
René Poirier, Vice-President		
Maurice Pouliot, President and Director General		
<i>Conseil québécois de développement social</i>		
Jennifer Beeman, Researcher		
Jean Panet-Raymond, President		
Viviane Portebois, Researcher		
Eric Shragge, Professor		
<i>Corporation de développement économique communautaire (CDEC) Centre-Nord</i>		
Sylviane Difolco, Board of Directors		
Bernard Normand, General Director		
<i>Corporation de développement économique communautaire Ahuntsic-Cartierville</i>		
André Beaulieu, General Director		
Pierre Gingras, President		
Lorraine Vaillancourt, Vice-President		
<i>Corporation de développement économique et communautaire Centre-Sud/Plateau Mont-Royal</i>		
Richard Bousquet, President		
Céline Charpentier, Director General		
<i>Fédération des femmes du Québec</i>		
Francine David, President		
Jacqueline Nadeau-Martin, AFÉAS		
Ruth Rose		

Associations and Individuals	Issue	Date
Thérèse Ste-Marie, Director - <i>CIAFT</i>		
<i>Front commun des personnes assistées sociales du Québec</i>		
Claudette Champagne, Coordinator		
Alain Fortin, Administrator		
Madeleine Fournier, Resource Person		
<i>Gilde des musiciens</i>		
Eric Lefebvre, Vice-President		
Kativik Regional Government		
Jean Dupuis, President		
Denis Lefebvre, Economist		
Solange Loiselle, Liaison Officer		
Adèle Yassa, Coordinator		
<i>Mouvement Action-Chômage de Montréal/Association des MAC du Québec</i>		
Vital Gilbert, <i>Responsable Regroupement des chômeurs et chômeuses de l'Abitibi-Témiscamingue</i>		
Françoise Laliberté, Communications Consultant		
Guillaume Vaillancourt, Member of the Board		
<i>Mouvement Action-Chômage de Trois-Rivières</i>		
Yves St-Pierre		
<i>Mouvement populaire et communautaire 04</i>		
Lisette Dionne, Coordinator, <i>Regroupement pour la défense des droits sociaux (Trois-Rivières)</i>		
Jean Proulx, Coordinator		
Notre-Dame-de-Grâces Community Council		
Claudette Demers-Godley, Member of the Board		
Michael Kay, Member of the Board		
Bruce Toombs, Member of the Board		
<i>Ordre professionnel des travailleurs sociaux du Québec</i>		
René Pagé, General Director		
Gilles Rondeau, President		
Project Genesis		
Alice Herscovitch, Director		

Associations and Individuals	Issue	Date
Vivian Wiseman, Member of the Board		
Mairela Borello		
Esther Tordjman		
Saul Chate		
Miriam Palett		
Gary Saxe		
Wendy Lloyd-Smith		
<i>Regroupement pour la relance économique et sociale du Sud-Ouest</i>		
André Archambault, <i>Représentant-conseil</i>		
Nancy Neamtan, Director General		
<i>Solidarité populaire Québec</i>		
Claudette Champagne		
André Giroux, Researcher		
Madeleine Parent		
<i>Union des artistes</i>		
Elizabeth Chouvalidzé, Vice-President, <i>Union des Artistes</i>		
Henri Lamoureux, Writer,		
Michel Laurence, Assistant to the General Director, <i>Union des Artistes</i>		
<i>Union des écrivaines et écrivains du Québec</i>		
Daood Aidroos		
Bruno Roy, President		
Joy Sculnick		
<i>Action—Gardiens de Pointe-Saint-Charles</i>	55	December 7, 1994
Jacques Benoît		
Mireille Audette		
<i>Association des services de réhabilitation sociale du Québec (1989) Inc</i>		
Pierre Gagnon, <i>La Jonction Quebec</i>		
Michel Monette, <i>Via Travail Montreal</i>		
André Potvin, <i>Relance Service Alma</i>		
Johanne Vallée, Director General		

Associations and Individuals	Issue	Date
<i>Association générale des étudiant(e)s de Bois-de-Boulogne Inc</i>		
Marie-Eve Sylvestre, Vice-President, Political Affairs		
Jean-François Ouimet, Vice-President, External Affairs		
Marcelin Joanis, Editor		
<i>Association générale des étudiants du Collège Édouard-Montpetit</i>		
Jacques Lacoste, President		
Jean-Marc Lambert, Secretary, Political Affairs		
Geoffrey Mathers, Secretary, External Affairs		
<i>Association multi-ethnique pour l'intégration des personnes handicapées du Québec</i>		
Marie Côté, <i>contractuelle</i>		
Maria Flageimeister, Secretary of the Board		
Fatemeh Jamiliemami, Vice-President		
Olga Pizarro, Administrator		
Luciana Soave, Director General		
<i>Commission autochtones de gestion régionale du Québec (CAGRQ)</i>		
John Bud Morris, Co-Chair, Kahnawake Labour Management Board		
Edith Cloutier, Representative, Native Friendship Centres		
Raymond Picard, Co-Chair		
Concordia Student Union		
Marika Giles, President		
Lana Grimes, Vice-President, Administration		
Erik Paulsson, Student		
Steven Zacharias, Counsellor		
<i>Confédération des organismes provinciaux de personnes handicapées du Québec et Table provinciale des regroupements régionaux d'organismes de promotion du Québec</i>		
Richard Lavigne, Representative, Provincial Table		
Lucie Lemieux-Brassard, Representative (COPHAN)		

EPOC Montreal

Mario E. Pasteris, Executive Director

English Speaking Catholic Council

Brian McDonough, Executive Director

Donald Myles, President

David Stevens, Chair, Social Legislation Committee

Fédération autonome du collégial

Michel Duffy, President

Yves Ouellet, Secretary-Treasurer

Ginette Sheehy, External Information

Fédération étudiante collégiale du Québec (FECQ)

François-Guy Richard, Vice-President

Fédération des associations étudiantes du Campus de l'Université de Montréal (FAÉCUM)

Marc-André Lefebvre, Coordinator, External Affairs

Nicolas Girard, Secretary-General

Fédération des associations étudiantes universitaires québécoises en éducation permanente

Normand Bélisle, Development Coordinator

Joann Harvey, Vice-President, Academic Affairs

Denis Sylvain, Secretary

Fédération des CÉGEPS

Roland Cournoyer, Assistant to the Director General

Angèle Grégoire, Director General of the Valleyfield College

Réginald Lavertu, President and Director General of the Rosemont College

Jean-Paul Servant, Consultant in Continuous Education

Fédération étudiante universitaire du Québec

Louis-Mathieu Loiselle, Vice-President

Fédération québécoise des professeures et professeurs d'université (FQPPU)

Roch Denis, President

Aimée Méar, Second Vice-President and Professor, University of Montreal

Associations and Individuals	Issue	Date
Christian Piette, First Vice-President and University Professor		
Marc Richard, Secretary-Academic and Professor, McGill University		
Focus Association for the Recovery of Child Support		
Michelle Daines, President		
Natasha McMullen, Client Consultant		
Michael Possian, Administrative Director		
<i>Groupe de recherche d'intérêt public du Québec (GRIP)</i>		
Mohamad Alkadry, Student		
Anet Henrikso, Student		
<i>Jeunesse ouvrière Chrétienne du Québec</i>		
Josée Desrosiers, Treasurer		
Yves Lapierre, Vice-President		
<i>Mouvement des travailleurs chrétiens</i>		
Ugo Benfante, Chaplain		
<i>Programme d'organisation au Travail Inc - Fondation Travail Sans Frontières</i>		
Gérard Henry, Director		
<i>Regroupement des étudiant(e)s en maîtrise et au doctorat de l'Université de Sherbrooke (REMDUS)</i>		
Yvon Rouillard, Vice-President, Academic Affairs		
Hassam Teftal, Treasurer		
<i>Regroupement des groupes populaires en alphabétisation du Québec</i>		
Jean-François Aubin, Liaison Officer		
Martin-Pierre Nombé, Community Organizer		
<i>Regroupement québécois des organismes pour le développement de l'employabilité (RQODE)</i>		
Louise Gagnon-Lessard, President		
Nicole Galarneau, Director General		
Statements from the floor		
Arnold Kwok		
May Polsky, IAM Cares		

Associations and Individuals	Issue	Date
Students' Society of McGill University		
Nick Benedict, Vice-President, External Affairs		
Alex Usher, Director of Political Research		
<i>Syndicat de l'enseignement de Champlain</i>		
Gérald Aubry, Person in charge of the Adults' Education file		
Réjean Parent, President		
Monique Pauzé, <i>déléguée d'établissement et responsable du dossier de l'environnement</i>		
<i>Association des cadres des collèges du Québec</i>	56	December 8, 1994
Bill Atkins, First Vice-President		
Jean Perron, General Director		
<i>Centre de services communautaires Justice et Foi</i>		
Hélène Bernard, Coordinator		
Michel Cassy, Counsellor		
Réjean Comtois, <i>animateur communautaire régional</i>		
Bertrand Gendron, Counsellor		
Luc Landry, <i>animateur communautaire régional</i>		
<i>Centres jeunesse de Québec</i>		
Lise Methot, <i>Agent de liaison des comités d'usagers</i>		
Guy Paquin, President of the board		
Yvon Pinard, Member of the Board		
<i>Conférence des CADC du Québec</i>		
Hélène Simard, Director		
<i>Conseil de la nation Huronne-Wendat</i>		
Luc Lainé, Assistant		
Max Oné-Onté Gros-Louis, Grand Chief		
Jacques Vincent, <i>responsable du revenu</i>		
Julie Vincent, <i>conseillère en orientation/formation</i>		
Roger Vincent, Director		
<i>Conseil syndical de la région de Québec (C.S.R.Q.-C.E.Q.)</i>		
Jacques Cantin, President		
Richard Langlois		

Associations and Individuals	Issue	Date
<p><i>Délégation collégiale Saguenay-Lac St-Jean</i></p> <p>Sonia Belland, Vice-President - AGE ECC</p> <p>Yvan Gauthier, Coordinator, External Affairs - AGE ECC</p> <p>Eric Trépanier, President - AGE ECT</p> <p><i>Ecco Personnel Canada Inc - Fédération des entreprises d'aide temporaire</i></p> <p>Lyne de Maurige, Operations Director</p> <p>Lynda Plourde, Director of Operations</p> <p>Rémi Tremblay, Executive Vice-President <i>President des entreprises aide-temporaire, section Québec</i></p> <p><i>Mouvement des Associations générales étudiantes de l'Université du Québec à Chicoutimi</i></p> <p>Jean-François Caron, Secretary</p> <p>Bruno Martel, Vice-President - Information</p> <p><i>Société canadienne de la CIDIH (Classification internationale des déficiences, incapacités et handicaps) ET Réseau de recherche pour la participation sociale</i></p> <p>Mario Bolduc, Vice-President</p> <p>Normand Boucher, Research Assistant</p> <p>Statements form the Floor</p> <p>Pierre Landry</p> <p>Madone Landry</p> <p>Madeleine Lacroix-Poulin</p> <p>Louise Barrette, <i>association des clubs de recherche d'emploi du Québec</i></p> <p><i>Syndicat de la fonction publique du Québec</i></p> <p>Conrad Berry, Research Officer</p> <p>Danielle-Maude Gosselin, President</p> <p>As individual</p> <p>Stéphane Coudé</p> <p><i>Association coopérative d'économie familiale de Québec</i></p> <p>Vital Barbeau, <i>consultant budgétaire</i>, Member of the FNACQ</p> <p>Richard Dagenais, Researcher, FNACQ</p>	57	December 9, 1994

Associations and Individuals	Issue	Date
<i>Ateliers jeunesse Rive-Sud</i>		
Sylvain Demers		
Marco Vachon		
<i>Corporation de développement communautaire de l'Amiante</i>		
Louiselle Bureau, Administrator		
Guylaine Gadner, Administrator		
Carole Mercier, Administrator		
<i>Mouvement des sans-emploi de Lotbinière Inc</i>		
Marie Ouellet		
Marie Pressé,		
<i>Regroupement des organismes communautaires de la Rive-Sud de Québec</i>		
François Corriveau, Administrator		
<i>Solidarité rurale</i>		
Bruno Montour, Member		
Jacques Proulx, President		
<i>Statements from the Floor</i>		
Claire Bégin		
Gilles Blouin		
<i>Syndicat des travailleurs des chantiers navals de Lauzon (CSN)</i>		
Georges-Étienne Tremblay, <i>conseiller syndical</i> CSN		
Richard Gauvin, President		
Michel Lessard, President, CSN (Quebec)		
<i>Table de concertation 18-30 ans</i>		
Michelle Giguère		
Jacques Lacroix, Representative		
Serge Morin		
Patrice René		
<i>Table de concertation des groupes de femmes Chaudière-Appalaches</i>		
Thérèse Larochelle, <i>agente de développement</i>		
Maria-Marcelle Thérien, Member of the Executive		

Associations and Individuals	Issue	Date
<i>Regroupement des femmes de la région de Matane Inc.</i>	58	December 10, 1994
Suzanne Rouzier, Development Officer		
Micheline Laroche, Coordinator		
<i>Action-Chômage Kamouraska Inc</i>		
Yvette Emond, President		
Alain Lagacé, Technical Adviser		
<i>AMICO St-Ludger Inc</i>		
Béatrice Michaud, <i>animatrice en pastorale</i>		
Marie-Paule Malenfant, <i>animatrice en pastorale</i>		
As individuals		
Paul-Émile Fortin, Retired		
Thérèse Gagné		
Robert Lapointe		
Martial Lévesque		
Lucie Rousseau		
<i>Coalition étudiante post-secondaire de l'Est</i>		
Régis Beaulieu, President (AGE-UQAR)		
Lucie Pépin, Representative		
<i>Coalition urgence rurale</i>		
Adéodat St-Pierre, President		
<i>Conseil régional de concertation et de développement de la Gaspésie et des Îles-de-la-Madeleine</i>		
Gilbert Scantland, Director General		
Eugène Bouchard, President		
<i>Collectif formation de travail du KRTB (Kamouraska, Rivière-du-Loup, Témiscouata, Les Basques)</i>		
Raymond Cadrin, President		
Monique St-Amand		
<i>Comité famille St-Hubert - MRC Rivière-du-Loup</i>		
Gaétan Malenfant, Community Organizer		
Brigitte Plourde, Representative		
<i>Comités conseils jeunes volontaires</i>		
Sylvain Dubé, President, <i>jeunes volontaires - Rivière-du-Loup</i>		

Associations and Individuals	Issue	Date
Christine Lévesque, President, <i>jeunes volontaires</i> - Kamouraska		
<i>Comités d'aide au développement des collectivités ET les Sociétés d'aide au développement des collectivités des territoires du Bas St-Laurent, de la Gaspésie et des Îles-de-la-Madeleine</i>		
Pierre Bélanger, President, SADC		
François Loïselle, Consultant		
<i>Conseil central du Bas St-Laurent (CSN)</i>		
Rénald Blais, President, <i>Conseil central de la Gaspésie et des Îles-de-la-Madeleine</i>		
Solange Tremblay, President		
<i>Fédération des Clubs de l'Âge d'Or de l'Est du Québec ET Conseil consultatif des aînés et aînées de l'Est du Québec</i>		
Maurice Bérubé, Vice-President, Advisory Council		
Lucien Gendreau, President, Advisory Council		
Dominique Plante, Director General		
GRIDEQ - Quebec University in Rimouski		
Serge Côté, Professor at the University of Rimouski and Director of GRIDEQ		
Danielle Lafontaine, professor - UQAR, member of GRIDEQ		
<i>Opération Dignité II</i>		
Berthier Pelletier, Administrator		
Gilles Raymond, President		
<i>Ralliement Gaspésien et Madelinot</i>		
Ginette Côté, Coordinator		
<i>Municipalité régionale du comté des Îles-de-la-Madeleine</i>		
Mario Cyr, Mayor		
<i>Regroupement contre l'appauvrissement dans l'Est du Québec (R.C.A.E.Q.)</i>		
Pauline Leclerc, Member of the Board		
Gilles Roy, Member of the Board of Directors		
<i>Regroupement des CLSC du Bas Saint-Laurent</i>		
Réjean Godbout, Director General, CLSC Rivières et marées		

Associations and Individuals	Issue	Date
<p>Raymond Leblon, General Director, CLSC Les Basques</p> <p>Michel Samson, General Director, CLSC Témiscouata</p> <p><i>Regroupement des organismes communautaires (R O C) de Kamouraska, Rivière-du-Loup, Témiscouata et Les Basques (K.R.T.B.)</i></p> <p>Claire Bilocq, Coordinator</p> <p>Jérôme Caron, President</p> <p><i>Société d'exploitation des ressources de la Vallée Inc</i></p> <p>Daniel Héon, <i>travailleur sylvicole</i></p> <p>Gaétan Lambert, Responsable, Human Resources</p> <p><i>Syndicat de l'enseignement du Grand-Portage</i></p> <p>Berthier Dumont, First Vice-President and Vocational Training Professor</p> <p>Maryvonne Thébault, President</p> <p><i>Syndicat des chargés de cours de l'Université du Québec à Rimouski (SCCCUQAR)</i></p> <p>Roger Mavoungou, Vice-President, Information</p> <p><i>Table de concertation des groupes de femmes de l'Est du Québec</i></p> <p>Anne Gauthier, Coordinator</p> <p>Andrée Urvoy, Employment Councillor</p> <p><i>Tremplin travail Vallée-de-la-Matapédia</i></p> <p>Ginette Larocque, <i>responsable de l'encadrement</i></p> <p>Hélène Martin, Director</p>	59	December 12, 1994
<p>As individual</p> <p>Stan Crummey</p>		
<p>Canadian Paraplegic Association - Newfoundland and Labrador</p> <p>Sean Fitzgerald, President</p> <p>Michael Parsons, Vice-President</p>		
<p>Community Services Council of Newfoundland and Labrador</p> <p>Marie Hedderson, Member of the Board</p> <p>Penelope Rowe, Executive Director</p>		

Associations and Individuals	Issue	Date
Consumer Organization of Disabled People of Newfoundland and Labrador		
Regina Ash, Member		
Cathy Murphy, Vice-President		
Council of Student's Union - Memorial University of Newfoundland		
Vill Power, President		
Paul Thornhill		
Daybreak Parent Child Centre		
Melba Rabinowitz		
Economic Recovery Commission - Newfoundland and Labrador		
Doug House, President		
Patty Powers, Director, Income Security		
Fishermen, Food and Allied Workers (FFAW)		
Earle McCurdy, President		
Group Against Poverty		
Bev Brown, Coordinator		
Michèle Neary, Executive Director, Newfoundland Association for Community Living		
Mary Reid, Civic 4		
Jean Swanson, President, National Anti-Poverty Association		
L.I.S.T.E.N.		
Linda Austin, Administrative Assistant		
Maryann Flemming, Coordinator		
Longshoreman's Protective Union - Local 1953		
Ronald Dillon, Senior Vice-President		
Marine Institute Student's Union		
Craig Adams, Vice-President, External Communications		
Keith Clarke		
Memorial University of Newfoundland Faculty Association		
Christopher Dennis, President		
Peter Narvaez, Member of the Board		

Associations and Individuals	Issue	Date
Joan Scott, Member of the Board		
School of Continuing Education - Memorial University of Newfoundland		
Graham Skanes, Dean of Continuing Education Group, Memorial University of Newfoundland, and President-elect, Canadian Association for Continuing University Education		
Statements from the floor		
Rick Engram Ready Centre Community Services Council		
Keith Osborne		
Harvey Taylor		
Newfoundland and Labrador Women's Fish Net		
Cathy Young		
Barbara Neis		
Newfoundland and Labrador Women's Economic Network		
Shawn Taylor		
Jamie Winter		
Julie Wolfe		
Newfoundland & Labrador Federation of Students		
George Carey		
Newfoundland and Labrador Association of Social Workers		
Leslie Bella, Member		
Bruce Cooper, Executive Director		
Hélène Davis, Member		
Julie Fleet		
Kim Hanco		
Morris Saldou,		
Newfoundland and Labrador Federation of Labour		
Elaine Price, President		
Martin Saunders, CLC - Newfoundland and Labrador		
Statement from the Floor		
Darrin Stanley		
Bill Broderick		

Associations and Individuals	Issue	Date
Robert Evans		
Lan Gien		
Glenys Gould		
Kathleen Kufeldt		
St. John's and District Labour Council		
Florence Power, President		
St. John's Board of Trade		
Gerard McDonald, President		
St John's Status of Women Council Women's Centre		
Joanne Deleeney, Women's Centre, Cornerbrook		
Sylvia Hatch, Women's Centre, Port-aux-Basques		
Lynn Peddle St John's Women Centre		
Jane Walsh, Member, Steering Committee		
Wendy Williams, Coordinator, Women's Centre, St John's		
United Food and Commercial Workers, Local 1252		
Lindsay Loveless, Business Manager		
Myra Potter, Executive Assistant		
Women's Reference Group - Newfoundland & Labrador Labour Force Development Board		
Sylvia Ash, National Women's Reference Group Representative		
Agnes Pike, Labrador Representative		
Jane Robinson, St John's East Representative		
Sharon Taylor, Women's Economics Network		
Joan Whelan, Women Representative		
Annapolis Valley-Hants Constituency Committee	60	December 13, 1994
Rex Guy, Member		
Janet McClain, Member and Professor, Political Science Acadia University		
Annapolis Valley Labour Council (CLC)		
Mark Rogers, Representative		
Antigonish Women's Resource Centre		
Lucille Harper, Representative		

Associations and Individuals	Issue	Date
<i>Association des Acadiennes de la Nouvelle-Écosse</i> Monique Jawed, Director		
Association of Atlantic Universities Elizabeth Parr-Johnston, Chair		
Atlantic Childcare Coalition Valerie Blaauw, Member		
Atlantic Provinces Economic Council David Amirault, Economist Fred Morley, Senior Policy Analyst John Odenthal, Representative		
Atlantic Provinces Joint Advisory Councils on the Status of Women Katherine McDonald, President		
Canadian Paraplegic Association - Nova Scotia Laughlin Rutt, Executive Director		
Canadian Research Institute for the Advancement of Women - Nova Scotia Linda Christansen-Ruffman, Member of the Executive		
Child Care Advocacy Association of Canada Jocelyne Tougas, Executive Director Sue Wolstenholme, Co-Chair		
City of Halifax Robert Britton, Director of Social Services Walter Fitzgerald, Mayor		
Congress of Black Women of Canada (Preston/Cherry Brook/Lake Loon/Westphal & Area Chapter) Dolly Williams, Representative		
Council of Nova Scotia University Presidents David J. Lawless, Chair		
Cumberland District Labour Council (CLC) Terry Rhindress, President		
Dalhousie Faculty Association Prof. Jennifer Bankier, President		

Associations and Individuals	Issue	Date
Dalhousie Student Union		
Hal MacLean, Vice-President, External		
Dalhousie University - Office of the President		
Howard Clark, President		
John Risley, Member, Board of Governors and President of Clear Water Fine Food		
Federation of Agriculture of Nova Scotia		
Charles Keddy, President		
Greg Webster, President, Labour Committee		
Fédération acadienne de la Nouvelle-Écosse		
Paul Comeau, Director General		
Halifax-Dartmouth & District Labour Council (CLC)		
Carlotta Weymouth, President		
Marine Workers Federation		
Les Holloway, Secretary-Treasurer		
Mainland Building and Construction Trades Council - Nova Scotia		
Fern J Tardif, Vice-President		
Metro Area Women with Disabilities (MAWWD)		
Cindy Bryant, Member of the Board		
Kate Fancy, Member of the Board		
Municipal Social Services of Nova Scotia		
Rosemary J Mullins, Director of Social Services Cumberland/Parrsboro County		
Michael MacIsaac, Director, Municipal Services, County of Pictou		
National Action Committee on the Status of Women - Nova Scotia		
Debora Trask, Nova Scotia Regional Representative		
Native Council of Nova Scotia		
Dwight Dorey, Chief and President		
Roger Hunka, Executive Director		
Margaret Walsh, Provincial Social Security Reform Coordinator		
New Glasgow & District Labour Council		
Dave Cosh, President		

Associations and Individuals	Issue	Date
Nova Scotia Association of Social Workers		
Cheryl Gillette, Vice-President		
Joan Gilroy, Director Maritime School of Social Work		
Nova Scotia Confederation of University Faculty Associations		
John D'Orsay, Executive Director		
Nova Scotia Disabled Persons Commission		
Joan Cummings, Chair		
Charles Macdonald, Executive Director		
Nova Scotia Family and Child Welfare Association		
Cyril Reddy, Member of Executive		
Nova Scotia Federation of Labour		
Rick Clarke, President		
Rick Williams, Researcher		
Nova Scotia League for Equal Opportunities		
Margaret Hiltz, Past Chairman		
Lorne Ryan, Provincial Co-ordinator		
Nova Scotia Women's Ad Hoc Committee on Social Security Reform		
Buseje Bailey, Coordinator		
Stella Lord, Co-President		
Nova Scotia Women's Fish Net		
Lori Vitale Cox, Representative		
Political Action Committee for Cape Breton Highlands-Canso - PSAC		
Michael Moeller, Co-ordinator		
Mark Rogers, Member		
Progress Centre for Early Intervention		
Patsy Layboldt-Lavigne, Parent		
Patricia Monaghan, Pre-School Out-Reach Co-ordinator		
Patricia Morse, Program Co-ordinator		
Queens Early Childhood Development Association		
Donna Dexter, Co-Coordinator		

Associations and Individuals	Issue	Date
Margaret Lalonde, Co-Coordinator		
Second Story Women's Centre		
Debbie Reimer, Researcher		
Society of St Vincent de Paul, Nova Scotia Provincial Council		
Beth Bruce, Chairperson, Sub-Committee on Social Policy Reviews		
Michael Burke, Vice-President, Halifax Council		
Audrey Goodyer, Nova Scotia Provincial Council President		
South Shore Labour Council (CLC)		
Anne Holland, President		
David Scobey, Secretary		
Statements from the Floor		
Nancy Anderson		
Dominic Cardy		
Brian Lee Crowley		
Rex Guy		
John den Hollander		
Michael Isaac		
Robin MacKinnon		
Laura Penny		
Students' Union of Nova Scotia		
Suzanne Drapeau, Executive Officer		
Mark Frison, Chair		
Truro & District Labour Council (CLC)		
Todd Mullin, Secretary		
U. A. Local 244 Plumbers & Pipefitters		
Ben Chisholm, Business Manager		
Women's Action Coalition of Nova Scotia		
Sheila G Richardson, CoCoordinator		
Mildred Millar, CoCoordinator		
Women's Centres CONNECT!		
Laura Baker-Verner, Coordinator		

Associations and Individuals	Issue	Date
Yarmouth Tri-County Council of Unions (CLC) Mike Scott, President		
YMCA Halifax Jane Boudreau, Past President and Volunteer		
Belfast Community Development Corporation Jim Kinnee, Member	61	December 14, 1994
Canadian Federation of Labour - Prince Edward Island Council Ted Crockett, President Ray McBride, PEI Council of Labour		
Canadian Federation of University Women - Charlottetown Dorothy MacLeod, Provincial Representative		
Construction Association of Prince Edward Island J Francis Reid, General Manager		
Early Childhood Development Association Ann Hayer, President Margaret Penwarden, Secretary-Treasurer, West Prince Chapter		
Federation of Prince Edward Island Municipalities Lisa Doyle-MacBain, Executive Director Cecil Murl, President		
Fisheries Council of Canada Ron Bulmer, President		
Focus Group for Special Needs Pilot Project for P.E.I Roundtable Anjie MacEachern, Director, Creative Childcare Centre Margaret Murphy, Parent Cindy Rice, Director, Parkdale Sherwood Headstart		
Greater Charlottetown Area Chamber of Commerce Wayne Hambly, President Harvey McKinnon, General Manager Cathy Rose, Treasurer		

Associations and Individuals	Issue	Date
Greater Summerside Chamber of Commerce		
Larry Bertrand, Director of Education		
Leaders Corps - YMCA of Charlottetown (with the Charlottetown Boys and Girls Club)		
Jeff Cuthcheon, Charlottetown Boys and Girls Club		
Brian Curley		
Eric Daggett Charlottetown Boys and Girls Club		
Pat Coady		
Wanson Hemphill, P E I Forest Workers' Association		
Kelly MacLoed, Charlottetown Leaders Corps		
Penny MacLoed, Leaders Corps, YMCA		
Blake Morrissey, Leaders Corps, YMCA		
Andrew Warren, Shelltown YMCA		
National Farmers Union - District 1, Region 1		
Gordon Carter, Regional Coordinator		
Urban Laughlin, District Director		
P.E.I. Federation of Agriculture		
Philip Brown, President		
P.E.I. Federation of Labour		
Earl Affleck, Vice-President		
Mary Boyd, Project Coordinator, Social Reform		
Heath Ellis, Secretary-Treasurer		
Sandy MacKay, President		
P.E.I. Fishermen's Association		
Roy Drake, Member, Board of Directors		
P.E.I. Literacy Alliance		
Grant Brooks, Board Member		
Heather Irving, Chair		
Dianne Morrow, Executive Director		
P.E.I. Women's Reference Group		
Ann Maxwell		
Regina Russell		

Associations and Individuals	Issue	Date
Prince Edward Island Housing Co-operatives (Members of the Co-operative Housing Federation of Canada) Judy Bayliss, Member, Board of Directors		
Prince Edward Island Teacher's Federation Jim Blanchard, General Secretary Leo Broderick, President		
<i>Société Saint-Thomas d'Aquin</i> Élise Arsenault, Director General Éloi Arsenault, President Angie Cormier, Consultant		
Statements from the floor Joe Byrne Valerie Lapointe Brian Curley, Alert Marilyn Sark, Lennox Island Band Jeff Pacquet Ellen Reynolds, P.E.I. Coalition Social Security Reform Wanson Hemphill, P.E.I. Forest Workers Association		
Tourism Industry Association of Prince Edward Island Mary Ellen Dougan, General Manager, Island East Tourism Group Kathy Livingston, Director, Training and Education		
University of Prince Edward Island Students' Union Andrew MacPherson, President		
University of Prince Edward Island - Office of the President C.W.J. Eliot, Vice-Chancellor		
ALLKIDS Services Early Intervention Program Valerie Donovan	62	December 15, 1994
Antigonish Diocese - Diocesan Pastoral Centre Peggy Butts, C N D		

Associations and Individuals	Issue	Date
Cape Breton and District Labour Council		
Kelly McNenly-Chiasson		
Ed Murphy		
David Shaw		
Cape Breton Island Building and Construction Trades Council		
Edward M MacNeil, President		
Danny MacDonald, Vice-President		
Frank MacKinnon, Financial Secretary		
Cliff Murphy, Secretary		
Doug Serroul, Treasurer		
Cape Breton Joint Expenditure Board		
John Coady, Chairman		
Cape Breton Labourers' Development Company Limited		
John MacDonald, Manager		
Fabian McKinnon, Purchasing Agent		
Community Involvement of the Disabled Society		
Patricia Flynn, President		
Donkin, Port Morien and Birch Grove Pastoral Charge - United Church of Canada		
Rev Kevin Little		
Industrial Cape Breton Tomorrow		
Blair Riley, Chair		
International Brotherhood of Electrical Workers - Local 1852		
John MacInnis		
Gerry Shanahan		
Maritime Provinces Higher Education Commission		
Laurence Simpson, Chair		
Alistair Sinclair, Member		
New Dawn Entreprises Limited		
Susan King		
Cathy MacDonald		

Associations and Individuals	Issue	Date
Rankin MacSween Hector MacSween Ora McManus		
Nova Scotia Labour Force Development Board Tom MacDonald, Executive Director Alec McIsaac, Member		
Specialink - The National Childcare Mainstream Network Sharon Hope-Irwin, Director		
Strait Area and District Labour Council Ivy Foye, First Vice-President Alex MacDonald, President		
Task Force on the Economic Integration of Women with Disabilities in Nova Scotia Marcie Shwery-Stanley, Chair		
Town Daycare Centre Patricia MacDonald		
Union of Nova Scotia Municipalities Madaline Libbus, President Ken Simpson, Executive Director		
United Brotherhood of Carpenters and Joiners of America - Local 1588 John Abbass A Bruce MacDonald, Chairman, Church in Society Committee Colleen Cash Evan Scott Lawrence Shebib, Business Manager		
University College of Cape Breton - National Education Organizations Committee Jaquelyn Thayer-Scott, President and Vice-Chancellor		
University College of Cape Breton Students' Union Mark Chapman, President		
Atlantic Provinces Chamber of Commerce Paul J Daigle, President and CEO	63	December 16, 1994

Associations and Individuals	Issue	Date
Peter Leblanc, Chairman		
Rona Levine-Bubera, Chair, N B Chamber of Commerce		
City of Saint John		
Edward Farren, Intergovernmental Affairs		
Thomas J Higgins, Mayor		
<i>Conseil économique du Nouveau-Brunswick</i>		
Camille Belliveau, President		
Guy Lévesque, Advisor		
Jean Nadeau, Executive Director		
Early Childhood Coalition Petite Enfance		
Gayle Keith-Mitton, President		
Martha Maillet, Board Member		
Susan McGibbon Board Member		
Elizabeth Sacobie, MicMac/Maliseet Child Care Council		
Dixie van Raalte, Board Member, Training Coordinator, Native Childcare		
Federated Women's Institutes of Canada		
Marie-Anne Green, President, N B Women's Institute		
Mildred Keith, President Elect		
Federation of New Brunswick Faculty Associations		
Desmond A Morley, Executive Director		
Gary D Long, President		
Fredericton Area Coalition for Social Justice		
Brian McIntosh, Coordinator		
Tom Steep, Member		
Fredericton Native Friendship Centre		
Eugene Omboli		
Peter Salenius		
Kathleen Woodman, Vice-President		
Joe Wysote, Treasurer		
Horticultural Human Resource Council - Atlantic Region		
Bob Arseneau, Producer, Maritime Sod Limited		

Associations and Individuals	Issue	Date
John Coburn, Producer		
Carl Duiven Voorden		
New Brunswick Advisory Council on the Status of Women		
Joan Kingston, President		
New Brunswick Association for Community Living		
Joanne Kraftcheck, President		
Lorraine Silliphant, Executive Director		
New Brunswick Committee on Literacy		
Janice Campbell, Secretary		
Jan Greer, Promotions Coordinator		
Dorothy Silver, Learner Representative		
New Brunswick Federation of Labour		
John McEwen, President		
Florence Robart, Executive Assistant		
New Brunswick Labour Force Development Board		
Patrick Fannigan, Executive Director		
Frazer MacLeod, Board Member		
Florence Robart, Board Member		
New Brunswick Student Alliance		
Linda Gionet, Deputy Chair		
Kelly Lamrock, Chairperson		
Lara Roke, Treasurer		
New Brunswick Women in Law (NBWIL) and LEAF-NB Inc		
Judith Keating, President (NBWIL)		
Premier's Council on the Status of Disabled Persons		
Sandra Latchford, Chair		
Social Security Reform Steering Committee Representing People with Disabilities in New Brunswick		
Randy Dickinson, Chair		
Alene Steinback, Consultant		

Associations and Individuals	Issue	Date
St Thomas University		
Daniel O'Brien, President and Vice-Chancellor		
University of Moncton - Office of the President		
Léandre Desjardins, <i>Vice-recteur Enseignement et Recherche</i>		
University of New Brunswick		
James O'Sullivan, Vice-President, Finance and Administration		
Women Acting Today for Tomorrow (WATT)		
Carol Ferguson		
Barbara Martin		
Joan McFarland		
Heidi Smith		
Action-Housing	64	December 19, 1994
Marco Leboeuf, Community Development Officer		
Dwane Unruh, Housing Counsellor		
Canadian Association of University Teachers (CAUT)		
Donald C. Savage, Executive Director		
Joyce Lorimer, President		
Canadian Congress for Learning Opportunities for Women - Ottawa Network		
Linda Clippingdale, CREA		
Pat Webb, Ontario Director		
Capital Learning Systems		
Glenda Lewé, Skills Analyst		
Ron Vincent, Partner		
Carleton University Teaching & Research Assistants (CUPE 2323)		
Fuyuki Kurasawa, Vice-President, External		
Shirley Off		
Alex Taylor, Executive Board		
Mélanie White, Executive Board		
Centretown Churches Social Action Committee and Centre 507		
Betty Gross, Chair, Centre 507		

Associations and Individuals	Issue	Date
William Jay, Minister		
Bill MacKay, Employment and Outreach Coordinator		
Marita Poll, Coordinator, Centre 507		
Child Poverty Action Group - Ottawa-Carleton Chapter		
Harriet Lang, Treasurer		
Helen Saravamutto, Chair		
Paul Wallace, Member		
Children's Integration Support Services of Ottawa-Carleton		
Moiria D'Aoust, Program Manager		
Suzanne Dugas, Director		
Coalition of Ottawa Community Health and Resource Centres		
Carolyn Andrew, Professor, Board Member, Lower Town Resource Centre		
Michael Birmingham, Executive Director		
Karen Stasky, Executive Director		
Communications, Energy and Paperworkers Unions of Canada (Ottawa Office)		
Keith Newman, Director of Research		
Computer Wise		
Danielle Allen, Coordinator		
Russell Cecchini		
Deep River Science Academy (DRSA)		
Becki Halko, Student		
John Hardy, Chairman of the Board		
<i>Direction Jeunesse</i>		
Marie-Andrée Laforest, President		
Mora Fortier, Member of the Board		
Equality for Gays and Lesbians Everywhere (EGALE)		
John Fisher, Director		
Pam MacEacharn, Member		
Carmen Paquette, Member		

Associations and Individuals**Issue****Date**

Greg Williams, Member

Fédération des étudiantes et étudiants de l'Université d'Ottawa

Jean-François Venne, President

Jean-Michel Picard, Vice-President (External)

Ontario Psychiatric Survivors' Alliance of Ottawa-Carleton

Bill Carne, Board of Directors (Treasurer)

Ottawa-Carleton Child Care Association

Karen Guité, Chairperson, Federal Affairs

Jamie Kass, Education Officer

Sheet Metal Workers' International Association-Local Union 47

Paul Graveline, Business Representative

Social Assistance Recipients' Council of Ottawa-Carleton

Linda Lalonde, Policy Consultant

Social Planning Council of Ottawa-Carleton

Eugene Duguay, Consultant

Danielle Galipeau, *membre du Réseau francophone*

Statements from the floor

Paul Brisson

Mao Chambers

Robert Chisholm

Neil Gaudreault

Sue Haliburton

Kevin Kinsella

Art Kube

Len MacDonald

Linda Rhéaume

Steve Thomas

Christine Elwell

Associations and Individuals	Issue	Date
Advisory Group on Working Time and the Distribution of Work Arthur Donner, Chair Bob White, Chair of the Canadian Labour Board, Member Armine Yalnizyan, Member	65	December 20, 1994
Information Highway Advisory Council Frank Heisler, Student, William Lyon MacKenzie College Veronica Lacey, Chair of the Learning and Training Working Group		
Office of the Auditor General of Canada Denis Desautels, Auditor General of Canada Richard Fadden, Assistant Auditor General of Canada Louis Lalonde, Principal		
Working Group on Seasonal Work and Unemployment Insurance Patrick Grady, Chair Danielle Labonté, Secretariat John Elton Green, Member Aldea Landry, Member Jack Munro, Member Pierre H. Simard, Member	66	January 16, 1995
Inuit Tapirisat of Canada Rosemary Kuptana Ron Ryan		
Congress of Aboriginal People Jim Sinclair Diana Jardine		
Assembly of First Nation Ovide Mercredi, National Chief Harold Tanbell, Executive Assistant Ernest Cameron, Vice-Chair Chef Linda Shackely, (British Columbia) Chef Ghislain Picard, (Quebec) Chef Alfred Goodswimmer, (Alberta)		

Associations and Individuals

Issue**Date**

Metis National Council

67

January 17, 1995

Tony Belcourt, Chair

David Boisvert, Special Advisor

National Association of Friendship Centres

Wayne Halgason, President

Margaret Horn, Executive Director

Simon Brascoupe, National Facilitator

Marc Wm, Maracle, Executive Director

**Economic Development Council for Canadian
Aboriginal Women**Sharon McIvor, First Vice-President, British Columbia Native
Society

Marsha Smoke

Appendix B

List of Briefs Received — Phase II

ABC Canada — Literacy Foundation

Ability Plus Employment Services

Aboriginal Inter-Governmental Committee on Training

Aboriginal Women's Association of P.E.I. Inc.

Aboriginal Women's Council of B.C.

Action Chômage Kamouraska Inc.

Action-Housing

Ad Hoc Committee on Social Security Reform

Ad Hoc Community Committee of 100 Mile House

Adair, D. Brent

Adams, Barbara B. (Dr.)

Adlington, Lorraine

Adolescent Parent Centre

Adult Education Sectoral Committee (of the Saskatchewan Federation of Labour)

Advanced Education Council of British Columbia

Advocates for Community Based Training and Education for Women

African Canadian Legal Clinic

Agricultural Workforce Policy Board

Aizenberg, Hyman M.

Alberta & Northwest Conference of the United Church of Canada — Economy Task Group

Alberta Association for Adult Literacy

Alberta Association for Community Living

Alberta Association of Community Based Trainers

Alberta Association of Immigrant Serving Agencies
 Alberta Association of Retirement Planners
 Alberta Association of Social Workers
 Alberta Black Heritage Studies Association
 Alberta Committee of Citizens with Disabilities
 Alberta Committee of Citizens with Disabilities — Southern Office
 Alberta Council for Global Justice
 Alberta Federation of Labour
 Alberta New Democrat Women's Caucus
 Alberta Premier's Council on the Status of Persons with Disabilities
 Alberta Regional Women's Committee — PSAC Calgary Regional Office
 Alberta Teachers' Association
 Alberta / N.W.T. Network of Immigrant Women
 ALERT P.E.I.
 Alliance Quebec
 ALLKIDS Services Early Intervention Program
 Alma Mater Society of UBC
 Alternative Solutions for Albertans (ASA) Foundation
 Alternatives North
 AMICO St-Ludger inc.
 Anglican Diocese of Calgary — Peace and Justice Committee AND Committee on the Ecumenical
 Decade of the Churches in Solidarity with Women
 Annapolis Investments
 Antigonish Diocese — Diocesan Pastoral Centre
 Antigonish Early Childhood Intervention Program
 Antigonish Women's Resource Centre
 Antoniades, Valerie
 Apps, Martin
Archidiocèse de Québec, Office des milieux, secteur social
 Armstrong, Patricia

Armstrong, Rose

Assal, Georges

Assemblée des aînées et aînés francophones du Canada

Assemblée des groupes de femmes d'interventions régionales

Assembly of First Nations

Association coopérative d'économie familiale (ACEF) de Québec

Association culturelle franco-canadienne de la Saskatchewan

Association des acadiennes de la Nouvelle-Écosse

Association des cadres des collèges du Québec

Association des capitaines-propriétaires de la Gaspésie

Association des clubs de recherche d'emploi du Québec

Association des conseillers et des conseillères scolaires francophones du Nouveau-Brunswick

Association des enseignantes et des enseignants francophones du Nouveau-Brunswick

Association des étudiant(e)s aux études supérieures de l'Université du Québec à Rimouski

Association des étudiant(e)s du Collège universitaire de Saint-Boniface

Association des intervenants forestiers des Hautes-Laurentides

Association des parrains des services d'employabilité du Québec inc.

Association des services de réhabilitation sociale du Québec (1989) inc.

Association féminine d'éducation et d'action sociale (AFÉAS)

Association for Canadian Studies

Association for Community Living — Manitoba

Association générale des étudiant(e)s de Bois-de-Boulogne inc.

Association générale des étudiants du Collège Édouard-Montpetit

Association multi-ethnique pour l'intégration des personnes handicapées du Québec

Association of Academic Staff — University of Alberta

Association of Atlantic Universities

Association of Canadian Community Colleges

Association of Colleges of Applied Arts and Technology of Ontario

Association of Early Childhood Educators, Ontario
 Association of Ontario Health Centres
 Association of Private Trainers and Career Colleges of Nova Scotia
 Association of Registered Nurses of Newfoundland
 Association of Universities and Colleges of Canada (AUCC)
 Association of University of New Brunswick Teachers
Association pour le développement des ressources humaines Néguaac-Alnwick inc.
Ateliers jeunesse Rive-Sud
 Atlantic Childcare Coalition
 Atlantic Provinces Chamber of Commerce
 Atlantic Provinces Economic Council
 Atlantic Provinces Joint Advisory Councils on the Status of Women
 Ayre, Don (+ Associates (1984) Inc.)

B.C. & Yukon Territory Council of the Canadian Federation of Labour
 B.C. Coalition for Safer Communities Regional Network
 B.C. Family Members of the National Family Network
 Baffin Region Futures Society (BRFS)
 Baffin Region Inuit Association
 Baker, Maureen
 Bates, E. Verne
 Bathurst and District Labour Council
 Bay St. George South Area Development Association
Bédard & Associés
 Bégin, Claire
 Belfast Community Development Corp.
 Belilos, Claire
 Berendse, Ray
 Bergmanis, Peter

Bertram, Frank (Prof.)

Betcherman, Gordon

Bladen, Philip

Blouin, Gilles

Board of Trade of Metropolitan Toronto

Borkowski, W.W.

Boyd, David

Boys & Girls Clubs of Newfoundland & Labrador

Boys and Girls Clubs of Alberta

Boys and Girls Clubs of Canada

Boys and Girls Clubs of Ontario

Br. T.I. Murphy Learning Resource Center

Branchflower, Jane

Brandon, Don

Bridgewater Day Care Centre

Briggs, Genevieve A.

British Columbia Aboriginal Training & Employment Association

British Columbia Anti-Prohibition League

British Columbia Association for Community Living

British Columbia Coalition of People with Disabilities

British Columbia Conference — United Church of Canada

British Columbia Federation of Labour (CLC)

British Columbia Government and Service Employees' Union

British Columbia Institute of Technology Students' Association

British Columbia Maritime Employers Association

British Columbia Paraplegic Association

British Columbia Persons with AIDS

British Columbia Teachers' Federation

British Columbia Visible Minority Reference Group on Labour Force Development

Buetendyl, C.

Building & Construction Trades Council — Toronto/Central Ontario

Building and Construction Trades Department

Bureau d'animation information logement du Québec métropolitain

Burich, Alice

Burnie, Mary

Burron, Dawne

Burrows, Bill

Business & Professional Women's Club of Windsor

Business and Professional Women's Clubs of Alberta

Caledon Institute of Social Policy

Calgary and District Labour Council

Calgary Chamber of Commerce

Calgary Institute for the Humanities

Calgary Inter-Faith Food Bank Society

Calgary Meals on Wheels

Calgary Regional Association for Quality Child Care

Cambrian College

Cameron, Gary

Camosun College (Community College)

Campaign 2000

Campbell, Robert S.W.

Canada Committee for the International Year of the Family 1994

Canada Employment and Immigration Union

Canada Employment and Immigration Union — B.C. / Yukon Region

Canada Employment and Immigration Union — Manitoba/Saskatchewan

Canada Employment and Immigration Union — Ontario Region

Canada Employment Centre — Antigonish

Canadian Advisory Council on the Status of Women

Canadian AIDS Society

Canadian Alliance for Home Managers

Canadian Artists' Representation

Canadian Association for Adult Education

Canadian Association for Community Living

Canadian Association for University Continuing Education

Canadian Association of Directors of Volunteer Services in Healthcare

Canadian Association of Family Resource Programs

Canadian Association of Food Banks

Canadian Association of Graduate Studies

Canadian Association of Independent Living Centres

Canadian Association of Occupational Therapists

Canadian Association of Petroleum Producers

Canadian Association of Retired Persons

Canadian Association of School Administrators

Canadian Association of Schools of Social Work, Toronto

Canadian Association of Social Workers

Canadian Association of the Deaf

Canadian Association of the Non-Employed

Canadian Association of University Research Administrators

Canadian Association of University Schools of Nursing

Canadian Association of University Teachers (CAUT)

Canadian Association of Volunteer Bureaux and Centres

Canadian Auto Workers — Local 127 (Political Education Committee)

Canadian Auto Workers — Local 195

Canadian Auto Workers — Local 200

Canadian Auto Workers — Local 444

Canadian Auto Workers — Local 1520

Canadian Aviation Maintenance Council

Canadian Bankers Association

Canadian Bureau for International Education

Canadian Centre for Policy Alternatives

Canadian Chamber of Commerce

Canadian Child Care Federation

Canadian Coalition of Community-based Training

Canadian Co-operative Association

Canadian Conference of the Arts

Canadian Congress for Learning Opportunities for Women — Alberta Network

Canadian Congress for Learning Opportunities for Women — Ontario Network

Canadian Congress for Learning Opportunities for Women — Ottawa Network

Canadian Construction Association

Canadian Council for Reform Judaism — National Social Action Committee

Canadian Council on Social Development

Canadian Deafblind and Rubella Association

Canadian Disability Rights Council (CDRC)

Canadian Ethnocultural Council

Canadian Federation for the Humanities

Canadian Federation of Agriculture

Canadian Federation of Labour

Canadian Federation of Labour — Ontario Council

Canadian Federation of Labour — Prince Edward Island Council

Canadian Federation of Students

Canadian Federation of Students — Ontario

Canadian Federation of University Women (CFUW) — British Columbia Council

Canadian Federation of University Women (CFUW) — Edmonton

Canadian Federation of University Women (CFUW) — Manitoba Council

Canadian Federation of University Women (CFUW) — Ontario Council

Canadian Federation of University Women (CFUW) — Regina

Canadian Federation of University Women (CFUW) — Saskatchewan Council

Canadian Federation of University Women (CFUW) — Sudbury Branch

Canadian Federation of University Women (National)

Canadian Federation of University Women — Charlottetown

Canadian Federation of University Women — Lethbridge Club

Canadian Federation of University Women — Moncton

Canadian Federation of University Women — Sackville

Canadian Hearing Society

Canadian Home and School and Parent-Teacher Federation

Canadian Housing and Renewal Association

Canadian Institute of Actuaries

Canadian Institute of Child Health

Canadian Jewish Congress — Québec Region AND Federation of Jewish Community Services in Montreal

Canadian Labour Congress

Canadian Labour Congress — Northwestern Ontario Area

Canadian Labour Force Development Board

Canadian Labour Market and Productivity Centre

Canadian Linguistic Association

Canadian Manufacturers' Association — Ontario Division

Canadian Manufacturers' Association — Quebec Sector

Canadian Mental Health Association (National) & National Network for Mental Health

Canadian Mental Health Association — Alberta Division

Canadian Mental Health Association — B.C. Division

Canadian Mental Health Association — Manitoba Division

Canadian Mental Health Association — Ontario Division

Canadian Mental Health Association — Ottawa-Carleton Branch

Canadian Non-Profit Housing Foundation

Canadian Nursery Trades Association

Canadian Nurses Association
 Canadian Paraplegic Association
 Canadian Payroll Association
 Canadian Peace Alliance
 Canadian Pensioners Concerned, Ontario Division
 Canadian PrePress Institute
 Canadian Rehabilitation Council for the Disabled
 Canadian Research Institute for the Advancement of Women — Nova Scotia
 Canadian Restaurant and Foodservices Association
 Canadian School Boards Association
 Canadian Society for Italian Studies
 Canadian Teachers' Federation
 Canadian Union of Educational Workers
 Canadian Union of Public Employees (CUPE)
 Canadian Union of Public Employees — New Brunswick
 Canadian Union of Public Employees — Saskatchewan Division
 Cape Breton & District Labour Council
 Cape Breton Island Building & Construction Trades Council
 Cape Breton Joint Expenditure Board
 Cape Breton Labourers' Development Company Ltd.
 Capital Learning Systems
 Carberry, Sheilagh
 Career Foundation (a Division of York Region Education/Industry Foundation)
 Carleton International — Carleton University
 Carleton University Teaching & Research Assistants (CUPE 2323)
 Carmichael, Henriette
 Carnegie Community Centre Association
Carrefour relance de l'économie et de l'emploi du centre de Québec
 Catholic Rural Life Conference of the Diocese of London

Catholic Women's League of Canada

Centrale de l'enseignement du Québec (CEQ)

Centrale des syndicats démocratiques (C.S.D.)

Centre canadien d'étude et de coopération internationale

*Centre d'organisation et de formation des travailleuses et travailleurs en entreprises collectives /
Corporation de développement communautaire du Bas-Richelieu*

Centre de services communautaires Justice et Foi

Centre éducatif, culturel et communautaire «La Picasse»

Centre for Community Enterprise — National Policy Group

Centre-Femmes d'aujourd'hui

Centres jeunesse de Québec

Centretown Churches Social Action Committee AND Centre 507

Centro Clinton Daycare

Chaleur Coalition for the Preservation of Social Programs

Chamberlain, Robert

Chambre de commerce du Québec

Chernesky, Dwight

Child and Family Services of Western Manitoba

Child Care Advocacy Association of Canada

Child Care Advocacy Association of Nova Scotia

Child Care Planning Committee of the Lanark Children's Services Co-ordinating & Planning Group

Child Care Resources

Child Care Training Project, Yukon College AND Child Development Centre, Whitehorse

Child Poverty Action Group

Child Poverty Action Group — Ottawa-Carleton Chapter

Child Welfare League of Canada / Canadian Foster Family Association

Children's Integration Support Services of Ottawa-Carleton

Chisholm, Robert T.

CHOICES (Canadians Helping Other Inquiring Canadians to Enjoy Success)

Choices — A Coalition for Social Justice
 Church in Society — Sydney Presbytery — United Church of Canada
 Citizens for Public Justice — Alberta Affiliate
 Citizens for Public Justice / CJL Foundation
 City of Calgary — Special Task Force on Social Policy
 City of Charlottetown
 City of Edmonton
 City of Halifax
 City of Saint John
 City of Toronto — Department of Public Health / Planning for a Healthy Future Subcommittee of
 the City of Toronto Board of Health
 City of Toronto — Housing Department
 City of Vancouver
 City of Windsor — Social Services Department
 City of Winnipeg — Committee on Planning and Community Services
 Clark, Robert M. (Prof.)
 Co-op Atlantic
Coalition contre les changements à l'assurance-chômage
Coalition des garderies privées du Québec
Coalition étudiante postsecondaire de l'Est du Québec
 Coalition for Children, Families and Communities AND Sparrow Lake Alliance
 Coalition for Family Support Services
 Coalition for Social Assistance Reform (CSAR)
 Coalition for the Education and Training of Women
 Coalition of Custodial Parents
 Coalition of National Voluntary Organizations
 Coalition of Ottawa Community Health and Resource Centres
 Coalition of Quebec Seniors
Coalition populaire de Granby et région

Coalition urgence rurale

Collectif formation travail du KRTB (Kamouraska, Rivière-du-Loup, Témiscouata, Les Basques)

College Institute Educators' Association of British Columbia

Collège universitaire de Saint-Boniface — Conseil d'administration

Collver, Roger

Comité ad hoc du Nouveau-Brunswick sur la réforme de la sécurité sociale

Comité d'adaptation de la main-d'oeuvre pour personnes handicapées (CAMO)

Comité de Justice et Foi du diocèse de Moncton

Comité des organismes sociaux de Laval inc.

Comité famille St-Hubert — MRC Rivière-du-Loup

Comité régional intersyndical de Montréal (CRIM)

Comités conseils jeunes volontaires

Comités d'aide au développement des collectivités et les Sociétés d'aide au développement des collectivités des territoires du Bas St-Laurent, de la Gaspésie et des Îles-de-la-Madeleine

Committee Against Cuts to Social Programs and for Job Creation

Committee on Employment Equity — P.E.I. Multicultural Council

Communications, Energy & Paperworkers Union Local 60N

Communications, Energy and Paperworkers Unions of Canada (Ottawa Office)

Communist Party of Canada (Marxist-Leninist)

Community Based Full Employment

Community Education Development Association of Winnipeg Inc.

Community Futures Partners of Manitoba Inc.

Community Housing Partners — Peel

Community Involvement of the Disabled, Society

Community Legal Assistance Society

Community Living Stormont County

Community Services Council — Newfoundland and Labrador

Community Unemployed Help Centre, inc.

Computer Wise

Concordia Student Union

Confederation College Children & Family Centre AND ECE Resource Teacher Program

Confédération des associations des étudiants de l'Université Laval (CADEUL)

*Confédération des organismes provinciaux de personnes handicapées du Québec (COPHAN)
ET Table provinciale des regroupements régionaux d'organismes de promotion du Québec*

Confédération des syndicats nationaux (CSN)

Confederation of Alberta Faculty Associations

Confederation of Canadian Unions

Confederation of Canadian Unions — Ontario Council

Confederation of University Faculty Associations of British Columbia (CCUFA/BC)

Conference Board of Canada

Conférence des CADC du Québec

Congress of Aboriginal Peoples

Congress of Black Women of Canada (Preston/Cherry Brook/Lake Loon/Westphal & Area Chapter)

CONNECT! Women's Centres

Conseil canadien de la coopération

Conseil central des syndicats nationaux de la région de Québec inc.

Conseil central des syndicats nationaux de Sorel

Conseil central du Bas St-Laurent (CSN)

Conseil communautaire de Côte-des-Neiges/Snowdon

Conseil communautaire solidarités Villeray

Conseil du patronat du Québec

Conseil économique du Nouveau-Brunswick

Conseil provincial des travailleurs et travailleuses unis de l'alimentation et du commerce

Conseil provincial du Québec des métiers de la construction (International)

Conseil québécois de développement social

Conseil régional de concertation et de développement de la Gaspésie et des Îles-de-la-Madeleine

Conseil syndical de la région de Québec (C.S.R.Q. — C.E.Q.)
 Construction and General Workers' Local Union No. 1111
 Construction Association of New Brunswick Inc.
 Construction Association of Prince Edward Island
 Consumer Organization of Disabled People of Newfoundland and Labrador
 Continuing Education Students' Association of Ryerson
 Conway, Jane
 Corporate-Higher Education Forum
Corporation de développement communautaire de l'Amiante
Corporation de développement communautaire de la Pointe, région Est de Montréal
Corporation de développement communautaire des Bois Francs inc.
Corporation de développement communautaire Rond Point
Corporation de développement de l'Est
Corporation de développement économique communautaire (CDEC) Centre-Nord
Corporation de développement économique et communautaire Centre-Sud/Plateau Mont-Royal
 Corporation of the County of Middlesex
 Coudé, Stéphane
 Council for Yukon Indians
 Council of Canadians
 Council of Canadians with Disabilities
 Council of Nova Scotia University Presidents
 Council of Ontario Universities
 Council of Presidents — Public Colleges and Technical Institutes of Alberta
 Council of Students' Union — Memorial University of Newfoundland
 Council on Social Development Regina Inc.
 Crawford, W.E. (Bill)
 Crescentwood New Democratic Party
 Croteau, René

Crowley, Brian Lee AND MacKinnon, Martin

Crysler, Robert

Culnan, Michael

Dabbene, George J.P.

Daily Bread Food Bank of Toronto

Dalhousie Faculty Association

Dalhousie Student Union

Dalhousie University — Office of the President

Darwent, Linda E.

Dave, Spence & Associates Ltd.

Dawson, Tim

Daybreak Parent Child Centre

de Jardin, Alan

Deep River Science Academy (DRSA)

DeGrace, Cassandra

Délégation collégiale Saguenay-Lac St-Jean

Delgatty Rutland, Enid

den Hollander, John AND Hujdic, Ann

Direction Jeunesse

DisAbled Women's Network (DAWN) Saskatchewan

District of Sudbury Social Services Administration Board

Doskoch, Walter H.

Downtown Economic Enterprise Development (DEED)

Downtown Handicapped Association

Duguay, Manon AND Dufour, Hélène

Duncan, Caryn

Dunn, James

Earley, Penny
 Early Childhood Coalition Petite Enfance
 Early Childhood Development Association
 Early Childhood Intervention Program
 Early Childhood Intervention Program Saskatchewan Inc.
 Early Childhood Professionals Association of Alberta
 East End Literacy
 Easter Seal Ability Council
 Eastern Kings Community Advisory Board
 Eastern Ontario Alliance for Children
 Ecco Personnel Canada inc. — *Fédération des entreprises d'aide temporaire*
 Economic Development Council for Canadian Aboriginal Women
 Economic Recovery Commission — Newfoundland and Labrador
 Ecumenical Coalition for Economic Justice
 Ecumenical Poverty/Economy Task Force in Québec
 Edmonton Children and Families Initiative
 Edmonton Coalition for Quality Child Care Society
 Edmonton Committee on Child Abuse and Neglect
 Edmonton Community and Family Services
 Edmonton Social Planning Council
 Edmonton Southwest Constituency Association of the Reform Party of Canada
 Edwards, Ray AND Zrzu, Ester AND Siemens, Liz
 Elwell, Christine
 Emmond, Kenneth D.
 Employment Partnership Inc.
 End Legislated Poverty
 English Speaking Catholic Council
Entraide communautaire La Presqu'Île
 Epiphany Children's Centre

EPOC Montréal

Equality for Gays and Lesbians Everywhere

Equity in Reform Coalition

Essex County District Health Council

Ethno-Cultural Association of Newfoundland & Labrador

Etobicoke Anti-Poverty Coalition

Etobicoke Social Development Council

Evangelical Lutheran Church in Canada

Evers, Rebecca

Families First and Foremost

Family & Children's Services of Guelph and Wellington County

Family & Community Support Services Association of Alberta

Family Centre of Northern Alberta

Family Day Care Association of Manitoba

Family Service Association of Metropolitan Toronto

Fanshawe College

Farndon, Cathy

Federally Regulated Employers — Transportation and Communication

Federated Women's Institutes of Canada

Fédération acadienne de la Nouvelle-Écosse

Fédération autonome du collégial

Fédération canadienne pour l'alphabétisation en français

Fédération de la jeunesse canadienne-française (FJCF)

Fédération des associations étudiantes du Campus de l'Université de Montréal (FAÉCUM)

Fédération des associations étudiantes universitaires québécoises en éducation permanente

Fédération des caisses populaires acadiennes limitée

Fédération des CÉGEPS

Fédération des clubs de l'âge d'or de l'Est du Québec ET Conseil consultatif des aînés et aînées de l'Est du Québec

Fédération des communautés francophones et acadienne

Fédération des femmes du Québec

Fédération des francophones de Terre-Neuve et du Labrador

Fédération des infirmières et infirmiers du Québec (FIIQ)

Fédération des travailleurs et travailleuses du Québec (FTQ)

Fédération des unions de familles

Fédération étudiante collégiale du Québec

Fédération étudiante universitaire du Québec

Federation of Canadian Municipalities

Federation of New Brunswick Faculty Associations

Federation of Prince Edward Island Municipalities

Federation of Saskatchewan Indian Nations

Federation of Temporary Help Services

Federation of Women Teachers' Associations of Ontario

Fédération provinciale des Fransaskoises Inc.

Fédération québécoise des professeures et professeurs d'université (FQPPU)

Fenrich, Patty

Ferland, René

Ferwerda, Bert & Trudy

Fiddy, Kent Douglas

Financial Aid & Awards — University of Manitoba

Financial Aid & Awards — University of Winnipeg

First Nations Women's Group of Prince Rupert

Fisheries Council of Canada

Fishermen, Food and Allied Workers (FFAW)

Flanagan, Patrick

Flowers Canada — The Association of the Canadian Floral Industry

Focus Group for Special Needs Pilot Project for P.E.I.

Fortin, Paul-Émile

Fortune Bay East Development Association
Forum on Responsible Education
Franco-Ontario Education and Training Council
Fraser Institute
Fredericton Area Coalition for Social Justice
Fredericton Native Friendship Centre
Fredericton OXFAM Local Committee
French, James M.
Front commun des personnes assistées sociales du Québec
Fuchs, Ken & Anna
Fuller, Lois AND Fuller, George T.H.
Funk, Peter J.
Furyarchuck, Ruth

Gallant, Edgar
Gander Status of Women Council
Gannon Consultants
Gargan, Sam (MLA Deh Cho)
Gay, Christine
Gibson, Ken
Gilson, Andy N.
Goodman, Jenette
Gough, Cathy
Gouin, Cathie
Graduate Student Society — University of British Columbia
Graduate Students' Association of Laurentian University
Graff, James A.
Graham, Joe
Grant, George R.

Grant MacEwan Community College — Social Work Program
 Greater Charlottetown Area Chamber of Commerce
 Greater Peterborough Chamber of Commerce
 Greater Summerside Chamber of Commerce
GRIDEQ — Université du Québec à Rimouski
 Grier, Terence (President, Ryerson Polytechnic University)
*Groupe-cours «Politiques sociales et services sociaux» au baccalauréat en travail social
 (2^e année) — Université du Québec en Abitibi-Témiscamingue*
 Guysborough County Roman Catholic Deanery

 Haliburton, Mary-Sue
 Halstrum, James L.
 Halverson, H.D.
 Hamilton & Area Coalition of Tenants' Associations
 Hamilton and District Labour Council (CLC)
 Hansen, Keith
 Hardwick, Jean
 Hatherton, Connie
 Hayes, Geraldine
 Health Sector Training and Adjustment Program
 Hebb, Charlie
 Hector, Frank S.
 Hoover, Jay
 Horak, George & Vera
 Horner, Barb & Rich
 Horticultural Human Resource Council — Atlantic Region
 Howells, Louise
 Howse, Robert (Prof.) — University of Toronto Law School
 Human Development Council

Human Resources Development Association

Humber College

Humber College Faculty Union

Huron Employment Liaison Program

Income Maintenance for the Handicapped Co-ordinating Group

Income Security Action Committee

Independent Living Resource Centre of Calgary

Industrial Cape Breton Tomorrow

Ingram, Doreen

Institut canadien d'éducation des adultes

Institut de formation en développement économique communautaire (IFDEC)

Institut féminin francophone du Nouveau-Brunswick

Institute of Urban Studies

International Association of Heat & Frost Insulators & Asbestos Workers

International Association of Machinists — Center for Administering Rehabilitation and
Employment Services (IAM — CARES)

International Association of Machinists and Aerospace Workers

International Brotherhood of Electrical Workers — Local 1852

International Centre for Sustainable Global Development (ICSGD)

International Longshoremen's Association — Local 273

International Woodworkers of America (IWA) — Canada

Inuit Broadcasting Corporation

Inuit Tapirisat of Canada

Iqaluit Social Security Programs Discussion Group

Iris Kirby House/Women in Trades and Technology (Newfoundland and Labrador)

Jaffe, Dave

Jansen, Cheryl

Jeunesse ouvrière chrétienne du Québec

Johnson, Alan A.

Johnson, Jo-Anne

Johnston, Muriel

Jonker, Henry

Justice and Peace — Canadian Religious Conference — Atlantic

Justice and Peace Commission — Archdiocese of Kingston

Justice Committee, Conference of Manitoba and Northwestern Ontario — United Church of Canada

Kativik Regional Government

Kay, Pauline (a group of Calgarians)

Keating, J.D.

Kelly, Brian

Kent, Tom

Kesselman, Jonathan

Kids First Parent Association of Canada

Kingman, Len A.

Kingston Community Development Co-operative

Kingston Day Care Inc.

Kitchen, Brigitte

Klein, Francis & Clara

Klein, Paul F. (PhD)

Koss, Arthur

Kriening, Roli

Kusturin, Debbie

Kwantlen College Faculty Association

Kwok, Arnold

LaBonté, Marion

Labour Council of Metro Toronto & York Region
Labourers' International Union of North America — Canadian Tri-Fund
Labrador Friendship Centre
Lacey, Peter
Lacroix-Poulin, Madeleine
Laingsbrough Resources Group
Lakeshore Area Multi-Services Project (LAMP)
Lapointe, Robert
L.A.S.T.U.C.E. du Saguenay
Laurentian Association des étudiant(e)s francophones
Laurentian Students' General Association
Laurentian University
Lavoie, L.
Leaders Corps — YMCA of Charlottetown (with the Charlottetown Boys and Girls Club)
Learning Disabilities Association of Canada
Leblanc, Audrey
LeBlanc, Jake
Left Green Alliance
Lemire, Luc
Le Noury, Rick
Lévesque, Martial
Life Underwriters Association of Canada
LIFE*SPIN
Ligue des droits et libertés du Québec
Lindquist, Doreen
L.I.S.T.E.N. Inc.
Literacy Workers Alliance of Manitoba
London Coordinating Council for Children and Youth
London Social Planning Council

Longshoreman's Protective Union — Local 1953

Loree, Lynn

Love, Roberta

Low Income People Involvement of Nipissing (L.I.P.I.)

Lower Mainland Community Based Services Society

Loweth, Elizabeth

MacAulay, Eugene (Mrs.)

MacDonald, Mary

MacIntosh, JoAnn

MacLean, Laina

MacNaughton, Lewis C.

MacPhee, Alan

Madsen, Kim

Magnus, Ethel & John

Malenfant, Bertrand

Manitoba Action Committee on the Status of Women

Manitoba Association of Registered Nurses

Manitoba Association of Social Workers

Manitoba Building and Construction Trades Council

Manitoba Child Care Association

Manitoba Community Health Centres

Manitoba Council of the Canadian Federation of Labour

Manitoba Federation of Labour

Manitoba Government Employees' Union

Manitoba League of the Physically Handicapped Inc.

Manitoba Network for Mental Health

Manitoba Schizophrenia Society

Manitoba Women's Advisory Council / Manitoba Advisory Council on the Status of Women

Manor Road United Church (Mission and Outreach Committee)

Maritime Fishermen's Union

Maritime Provinces Higher Education Commission

Marrin, Jamie

Martin, Conrad D.

Martin, Raymond J.

Mathur, Brijesh (Dr.)

May, Geoffrey

McAuley, Daniel L.

McBride, Donna

McGillivray, Alexander

McIntosh, Patricia

McIntyre, Verne

McMaster Graduate Students' Association

McMaster Students' Union

McNamara, Joseph D.

McQuillan, Alan J.

Melville & District Food Bank

Memorial University of Newfoundland

Memorial University of Newfoundland Faculty Association

Mennonite Central Committee — Canada

Mephram, Katherine A.

Meridian Community Futures Development Corporation

Metis Nation — Northwest Territories

Metis Nation of Alberta

Metis Nation of Saskatchewan — Eastern Region II

Metis National Council

Metis Pathways Secretariat / Regional Metis Management Board

Metro Area Women with Disabilities (MAWWD)

Metro Toronto Coalition for Better Child Care

Metro Toronto Housing Authority (MTHA)

Metro Toronto Social Assistance Action Committee

Metropolitan Halifax Chamber of Commerce

Meyer, Joe

MicMac/Maliseet Child Care Council

Miller, Jerrold Michael

Mills, Graham E.

Miner, Frederick (PhD)

Mining Association of Canada

Minister of Education, Culture and Employment — Government of the Northwest Territories

Missing Pieces Followup Committee

Mocquais, Pierre-Yves (Prof.)

Moncton and District Labour Council

Moon, Janie

Moore, Robert

Morin, Heather

Morison, Glenn (Rev.)

Morrison, John

Motor Vehicle Manufacturers' Association

Moulton, Sandra

Mount Royal College Students' Association

Mouvement Action-Chômage — Trois-Rivières

Mouvement Action-chômage de Montréal / Association des MAC du Québec

Mouvement Action-chômage Pabok Inc.

Mouvement des associations générales étudiantes de l'Université du Québec à Chicoutimi

Mouvement des travailleurs chrétiens

Mouvement populaire et communautaire 04

Movement for Canadian Literacy

Mudry, William S.

Multicultural Association of Fredericton

Multicultural Women's Organization of Newfoundland

Multiple Sclerosis Society of Canada

Municipal Social Services of Nova Scotia

Municipalité régionale de comté de la Côte-de-Gaspé

Municipalité régionale du comté des Îles-de-la-Madeleine

Municipality of Iqaluit

Municipality of Metropolitan Toronto

N.W.T. Chamber of Commerce

N.W.T. Council of Friendship Centres

N.W.T. Literacy Council

Nadeau, Yves (M.A., LL.M.)

Nakamura, Alice

Nanaimo Community Assistance Society

Nanaimo, Duncan and District Labour Council

National Action Committee on the Status of Women

National Action Committee on the Status of Women — N.W.T. Representative

National Anti-Poverty Organization

National Association of Career Colleges

National Association of Friendship Centres

National Association of Women and the Law

National Automobile, Aerospace, Transportation and General Workers Union of Canada
(Canadian Auto Workers — Canada)

National Coalition for Rural Child Care

National Coalition for Rural Child Care — Alberta Division

National Council of Canadian Filipino Associations

National Council of Women of Canada

National Crime Prevention Council

National Farmers Union — District 1, Region 1

National Foundation for Family Research and Education

National Pensioners and Senior Citizens Federation AND Congress of Union Retirees of Canada

National Sectoral Council for Culture

National Union of Public and General Employees

National Visible Minority Council on Labour Force Development

National Women's Reference Group on Labour Market Issues

National Youth in Care Network

Native Canadian Centre of Toronto

Native Council of Canada (Alberta)

Native Council of Nova Scotia

Native Women's Association of Canada

NDP Caucus — Yukon Legislative Assembly

Network of Burnaby Seniors

Neufeldt, Aldred H.

Neutropenia Support Association Inc.

New Brunswick Advisory Council on the Status of Women

New Brunswick Association for Community Living

New Brunswick Association of Dietitians

New Brunswick Association of Social Workers

New Brunswick Building and Construction Trades Council

New Brunswick Committee on Literacy

New Brunswick Federation of Labour

New Brunswick Fish Packers' Association

New Brunswick Labour Force Development Board

New Brunswick Multicultural Council (NBMC)

New Brunswick Nurses' Union

New Brunswick People First

New Brunswick Public Employees Association
 New Brunswick Student Alliance
 New Brunswick Women in Law (NBWIL) AND LEAF-NB Inc.
 New Dawn Enterprises Ltd.
 New Glasgow & District Labour Council
 Newfoundland & Labrador Building & Construction Trades Council
 Newfoundland & Labrador Federation of Labour
 Newfoundland & Labrador Rural Development Council
 Newfoundland & Labrador Women's Fish Net
 NEWSASK Community Futures Development Corp.
 Niagara Mental Health Survivors Network
 Noble, Gaile P. (Yukon College)
 North Toronto Women's Liberal Club
 North Vancouver Chamber of Commerce
 Northeastern Ontario Building and Construction Trades Council
 Northern Women's Resource Service, Inc. / Opasquiak Women's Resource Service
 Northlands College
 Northside Victoria Community Futures
 Northwest Territories Federation of Labour
 Northwest Territories Members of the National Family Network
 Northwoodcare Incorporated (Child Day Care)
 Notre-Dame-de-Grâce Community Council
Nouveau parti démocratique du Québec — Section Québec
 Nova Scotia Association of Social Workers / Maritime School of Social Work / Association of Black Social Workers / Mi'kmaq Family and Children's Services
 Nova Scotia Confederation of University Faculty Associations
 Nova Scotia Council of Federal Ridings of the New Democratic Party of Canada
 Nova Scotia Department of Community Services
 Nova Scotia Disabled Persons Commission
 Nova Scotia Family and Child Welfare Association

Nova Scotia Family Members of the National Family Network
 Nova Scotia Federation of Agriculture
 Nova Scotia Federation of Labour
 Nova Scotia Labour Force Development Board
 Nova Scotia League for Equal Opportunities
 Nova Scotia Political Action Committee — PSAC
 Nova Scotia Provincial Health Council
 Nova Scotia Women's Ad Hoc Committee on Social Security Reform
 Nova Scotia Women's Fish Net
 Nunavut Chamber of Commerce
 Nunavut Implementation Commission
 Nunavut Tungavik Inc.

Okanagan Women's Alliance
 Older Women's Network — Metro Toronto and Area Council
 Omboli, Eugène
 One Voice — The Canadian Seniors Network
 Ontario Advisory Council on Disability Issues / Ontario Advisory Council on Senior Citizens /
 Ontario Advisory Council on Multiculturalism and Citizenship
 Ontario Association of Children's Aid Societies
 Ontario Association of Family Resource Programmes
 Ontario Association of Family Resource Programs — Sudbury and Timmins Regions
 Ontario Association of Youth Employment Centres
 Ontario Coalition for Better Child Care
 Ontario Coalition for Children and Youth
 Ontario Coalition of Senior Citizens' Organization (OCSCO)
 Ontario Community College Student Parliamentary Association (OCCSPA)
 Ontario Confederation of University Faculty Associations
 Ontario Council of Agencies Serving Immigrants (OCASI)
 Ontario Federation of Labour (CLC)

Ontario Friends of Schizophrenics
 Ontario Medical Association
 Ontario Members of the National Family Network
 Ontario Municipal Social Services Association
 Ontario Secondary School Teachers' Federation, District One (Windsor)
 Ontario Social Development Council
 Ontario Social Safety NetWork
 Open Door Society of Ottawa
Opération Dignité II
 OPTAMUS UNBSJ INC. (Organization of Part-Time and Mature University Students)
Organisation populaire des droits sociaux de la région de Montréal
 Oshawa Federal Liberal Association
 Ottawa-Carleton Child Care Association
 Outplacement Industry Alliance
 Overbrook Daycare

 P.E.I. Building and Construction Trades Council
 P.E.I. Coalition on Social Security Reform
 P.E.I. Family Network
 P.E.I. Federation of Agriculture
 P.E.I. Federation of Labour
 P.E.I. Fishermen's Association
 P.E.I. Forest Workers' Association
 P.E.I. Literacy Alliance
 P.E.I. Women's Reference Group
 Palliser Institute Student Association
 Pals, Kenneth C.
 Pascoe, Karen
Pastorale sociale de Saint-Pascal, Kamouraska

Payne, Robert

Pearson, Miriam

People Empowering People

People's Council on National Issues

Persons United for Self-Help N.W.O.

Peterborough Coalition for Social Justice

Peterborough Social Planning Council

Peters, Cheryl

Phipps, Shelley A.

Physicians for Global Survival (Canada)

Pineau, Nicole

Placentia West Development Association

Plas, Herman

Plasteras, April

Policy Committee of Federal Liberal Party of Canada — Constituency of Notre-Dame-de-Grâce

Political Action Committee for Cape Breton Highlands-Canso — PSAC

Poulin-Simon, Lise

Powning, Peter

Premier's Council on the Status of Disabled Persons

Prince Edward Island Housing Co-operatives (Members of the Co-operative Housing Federation of Canada)

Prince Edward Island Teachers' Federation

Programme d'organisation au travail inc. — Fondation travail sans frontières

Progress Centre for Early Intervention

Project Genesis

Proulx, Paul

Provincial Association Against Family Violence

Provincial Building and Construction Trades Council of Ontario

Pt. Douglas Residents' Association

Public Service Alliance of Canada — Southwestern Ontario

PUSH Ontario

Quarton, E. Joie

Quebec Corporation of Social Workers

Quebec Members of the National Family Network

Quebec Native Women Inc.

Québec Public Interest Research Group

Queens Early Childhood Development Association

Quicke, Robert L.R.

Quinn, Kelly E.

Ralliement gaspésien et madelinot

RAR Working Group

R.E.A.D.Y. Centre

REAL Women of Canada

*Réflexion des commissions politiques des associations libérales fédérales de Laval sur la
réforme de la sécurité sociale*

Regina Aboriginal Human Services Co-operative

Regina Friendship Centre Corporation

Regina Metis Management Authority

Regina Poverty Action Group

Regional Aboriginal Management Board of Quebec

Regional Chairs of Ontario

Regional Municipality of Hamilton-Wentworth — Department of Social Services

Regional Municipality of Peel

Regional Municipality of Waterloo

Regroupement contre l'appauvrissement dans l'Est du Québec (R.C.A.E.Q.)

Regroupement des centres d'artistes autogérés du Québec

Regroupement des CLSC du Bas Saint-Laurent

*Regroupement des étudiant(e)s en maîtrise et au doctorat de l'Université de Sherbrooke
(REMDUS)*

Regroupement des ex-travailleurs, travailleuses âgé(e)s de plus de quarante ans

Regroupement des femmes Côte-Nord inc.

Regroupement des femmes de la région de Matane inc.

Regroupement des groupes populaires en alphabétisation du Québec

*Regroupement des organismes communautaires (R.O.C.) de Kamouraska, Rivière-du-Loup,
Témiscouata, et Les Basques (K.R.T.B.)*

Regroupement des organismes communautaires de la Rive-Sud de Québec

Regroupement des organismes travail de la région de Québec

Regroupement des universités de la francophonie hors Québec

Regroupement pour la relance économique et sociale du sud-ouest

Regroupement québécois des organismes pour le développement de l'employabilité (RQODE)

Réseau — Pluri-Elles — Entre-temps des franco-manitobaines

Réseau d'action et d'information pour les femmes (RAIF)

Réseau national d'action éducation femmes

Réseau ontarien des services de garde francophones

Results Atlantic

Results Canada

Rhinds, Laval AND Roy, Michel

Richards, Geoffrey D.

Ricketts, Peter J. (Dr.)

Robert Isabelle et associés inc.

Robinson, Eric

Rosell, Kay

Ross, Wilmot F.

Roth, Rudolf E.

Runte, Roseann (Prof.)

Rural Dignity of Canada

Ryerson Students' Union

Saaltink, Hendrik Jan

Sackville Senior Citizens Club

Saint John Board of Trade

Salonius, Peter

Sandy Hill Community Health Centre

Sankey, John

Saskatchewan Action Committee, Status of Women

Saskatchewan Association of Social Workers

Saskatchewan Chamber of Commerce

Saskatchewan Child Hunger Coalition

Saskatchewan Coalition Against Racism

Saskatchewan Coalition for Social Justice

Saskatchewan Council of Regional Colleges

Saskatchewan Cultural Workers (Working Group)

Saskatchewan Film / Video Professional Development Coordinating Committee

Saskatchewan Indian Federated College

Saskatchewan Indian Federated College Students' Association

Saskatchewan Institute of Applied Science and Technology

Saskatchewan Labour Force Development Board

Saskatchewan Literacy Network

Saskatchewan School Trustees Association

Saskatchewan Seniors Mechanism

Saskatchewan Teachers' Federation

Saskatchewan Urban Native Teacher Education Program (SUNTEP) Student Body

Saskatchewan's Working Group on Social Security Reform for Persons with Disabilities
(Saskatchewan Voice of the Handicapped)

Saskatoon Literacy Coalition

Saskatoon Refugee Coalition

Sault Ste. Marie Social Justice Coalition

Savard Muir, Elizabeth

Scarborough Hunger Coalition

Schachter, Shalom

Schizophrenia Society of Alberta — Edmonton Chapter

Schizophrenia Society of Canada

Schizophrenia Society of Prince Edward Island

Schizophrenia Society of Saskatchewan

School of Business Administration — University of Prince Edward Island

School of Continuing Education — Memorial University of Newfoundland

School of Social Work — Laurentian University

Schramn, Janice

Schulz, E.

Schut, Peter AND Mortimer, Carol

Scott, John (Prof.)

Sculnick, Joy

Second Story Women's Centre

Secteur pastorale sociale — Diocèse de Trois-Rivières

Self Employment Development Initiatives (SEDI)

Semple, Caroline

Services aux étudiants — Université du Québec à Chicoutimi

Seven Oaks Child Day Care Centre Inc.

Sexsmith, Robert

Sheet Metal Workers' International Association — Canadian Office

Sheet Metal Workers' International Association — Local Union 47

Sheridan, William

Simon Fraser Student Society

Simon Fraser University Administration

Sinclair-Faulkner, Tom (Prof.)

Sisson Warren Sinclair
 Skillful Means Consulting Limited
 Skookum Jim Friendship Centre
 Smith, Beverley
 Smith, Cathleen
 Smith, Muriel
 Snyder, Grigg G.
 Social Administration Research Unit — Faculty of Social Work, University of Regina
 Social Fairness Action Coalition
 Social Housing and Access Committee
 Social Justice Commission — Archdiocese of Edmonton
 Social Justice Commission — Archdiocese of Halifax
 Social Justice Committee at Sacred Heart Cathedral
 Social Justice Committee of the Church of the Holy Trinity
 Social Justice / Development & Peace Committee — Stella Maris Parish
 Social Ministries Committee — Halifax Presbytery — United Church of Canada
 Social Planning & Research Council of Hamilton-Wentworth
 Social Planning and Research Council of British Columbia
 Social Planning Council of Metropolitan Toronto
 Social Planning Council of Ottawa-Carleton
 Social Planning Council of Winnipeg
 Social Planning Department — City of Medicine Hat
 Social Reform Response Coalition
 Social Security Reform Steering Committee Representing People with Disabilities in New Brunswick
Société canadienne de la CIDIH (Classification internationale des déficiences, incapacités et handicaps) ET Réseau de recherche pour la participation sociale
Société d'exploitation des ressources de la Vallée inc.
Société des acadiens et acadiennes du Nouveau-Brunswick
Société Saint-Thomas d'Aquin

Society for the Retired and Semi-Retired

Society of St. Vincent De Paul, Nova Scotia Provincial Council

Solidarité populaire Québec

Solidarité rurale

South Asian Women's Community Centre

South Etobicoke Community Legal Services

South Island Women for Economic Survival

Sparling, T.

Special Health Care Project AND Burquitlam Child Care Centre

Special Needs Daycare Coordinator Services

SpeciaLink — The National Childcare Mainstream Network

Spencer, Kathy

St. Amant Centre Inc. (Developmental Day Program — Developmental Preschool Outreach Program)

St. Mary's Family Learning Centre

St. Thomas University

Standish, A.G.

Stanley, Darrin

Status of Women Council of the Northwest Territories

Steering Committee of Ecumenical Social Justice Circle

Steinman, Myron

Stewart, Cheryl AND Evans, Sandra

Stewart, Scott

Strait Area & District Labour Council

Students of Mikisiw Campus — Saskatchewan Indian Institute of Technologies

Students' Association — Wascana Institute SIAST, Inc.

Students' Federation of the University of Ottawa

Students' Representative Council of the University of New Brunswick

Students' Society of McGill University

Students' Union of Nova Scotia

Sturgeon Creek Enterprises Inc. — Network South Enterprises Inc. — Manitoba Supported Employment Network

Success Skills Centre

Sudbury Social Planning Council

Sutherland, P.

Syndicat de la fonction publique du Québec

Syndicat de l'enseignement de Champlain

Syndicat de l'enseignement du Grand-Portage

Syndicat des chargés de cours de l'Université du Québec à Rimouski (SCCCUQAR)

Syndicat des enseignants des Vieilles-Forges

Syndicat des travailleurs des chantiers navals de Lauzon (CSN)

Table de concertation 18-30 ans

Table de concertation des groupes de femmes Chaudière-Appalaches

Table de concertation des groupes de femmes de l'Est du Québec

Table de concertation des organismes socio-économiques et communautaires de la M.R.C. de Pabok

Task Force on the Economic Integration of Women with Disabilities in Nova Scotia

Taylor, Harvey

Templeman, Barbara

Ten Days for World Development — Guelph Committee

The Focus Association for the Recovery of Child Support

The Pas Friendship Centre (National Association of Friendship Centres / Manitoba Association of Friendship Centres)

The Preschool Centre

The Solutions People Inc.

The Students' Union, University of Calgary

Thom, Allison

Thomas, Craig

Thomas, Laurie
 Thyer, Norman H.
 Times Change Women's Employment Service
 Together Against Poverty Society
 Toronto Aboriginal Social Services Association (TASSA)
 Toronto Christian Resource Centre
 Tourism Industry Association of Prince Edward Island
 Town Daycare Centre
 Tracey, Collett
 Training and Employment Network for Women
 Transcona Park Child Care Co-operative
 Tree of Peace Friendship Centre
Tremplin travail Vallée-de-la-Matapédia
 Trotter, Maureen
 Truro Presbytery of the United Church
 Tutty, Lisa
 Tyrer Holdings Ltd.

 U.A. Local 244 Plumbers & Pipefitters
 UI Working Group
 Unemployed Help Centre Committee
Union des écrivaines et écrivains du Québec (UNEQ) — Union des artistes — Guilde des musiciens
 Union of Nova Scotia Municipalities
 Unitarian Church of Canada
 United Association — Local 516
 United Brotherhood of Carpenters and Joiners of America — Local 1588
 United Chinese Community Enrichment Services Society (S.U.C.C.E.S.S.)
 United Food & Commercial Workers International Union (National)

United Food and Commercial Workers — Local 1252
 United Native Nation's Society of British Columbia
 United Way of Greater Toronto
 United Way Society of the Yukon
Université de Moncton — Cabinet du recteur
 University College of Cape Breton — National Education Organizations Committee
 University College of Cape Breton Students' Union
 University College of the Fraser Valley
 University of Alberta — Office of the President
 University of Alberta Graduate Students Association
 University of Alberta Student Liberal Association
 University of Alberta Students' Union
 University of British Columbia Child Care Services
 University of Calgary Women's Collective & Resource Centre
 University of Guelph Central Students' Association
 University of Manitoba Students' Union
 University of New Brunswick
 University of Prince Edward Island — Office of the President
 University of Regina — President's Office
 University of Regina Faculty Association
 University of Regina Graduate Students' Association
 University of Regina Students' Union
 University of Saskatchewan
 University of Saskatchewan Faculty Association
 University of Saskatchewan Students' Union
 University of Toronto Graduate Students' Union
 University of Toronto Students' Administrative Council
 University of Victoria
 University of Victoria Child Care Advisory Committee

University of Victoria Students' Society
University of Western Ontario
University of Western Ontario Faculty Association
University of Western Ontario Liberal Association
University of Windsor — Office of the President
University of Windsor Student Alliance
University of Winnipeg
Unrau, Henry

Vachon, Gilles
Vancouver and District Labour Council
Vancouver Board of Trade
Vancouver Committee for Domestic Workers and Caregivers Rights
Vancouver Island Public Interest Research Group
Vancouver South Presbytery of the United Church of Canada
Vancouver Voice of Women
Vaughan Merrill, Helen
Veilleux, Harbhagen
Veith House
Victoria Labour Council
Victoria Status of Women Action Group
Vigneault, Margie
Vingsnes, Arnold

Wainwright, Linda
Wainwright, Maurice
Walden, Patrick L.
Waterloo Region Community Coalition
Waterloo, Wellington, Dufferin & Grey Building & Construction Trades Council

West, Edwin (Prof.)

West Wood Players Out of School Care Centre / West Wood Forest Preschool

Westcoast Women for Family Life

White, David

Whitehead, Rupert

Whitehorse Chamber of Commerce

Whitmore, Elizabeth (Dr.)

Wilson, Anne

Windsor & District Labour Council

Windsor-Essex Coalition of Unemployed/Underemployed

Windsor Women's Incentive Centre (Windsor Task Force on Social Security Reform)

Winnipeg Boys and Girls Clubs, Inc.

Winnipeg Chamber of Commerce

Winnipeg Child and Family Services

Winnipeg Education Centre AND ACCESS

Winnipeg Harvest Inc.

Winnipeg Labour Council

Winnipeg South-Centre Constituency Group

Winnipeg South-Centre High School Coalition

Women Acting Today for Tomorrow (WATT)

Women for Life, Faith and Family

Women Looking Forward

Women's Action Coalition of Nova Scotia

Women's Reference Committee of the Saskatchewan Labour Force Development Board

Women's Reference Group — Newfoundland & Labrador Labour Force Development Board

Women's Research Centre

Wong, Darryl G.

Woodstock People First Group

Yates, David AND Whelan, Shannon

Yellowknife Association for Community Living

Yellowknife Chamber of Commerce

YMCA Canada

YMCA of St. Catharines

YMCA-YWCA of Saint John

York Federation of Students

York University

Youth Policy Directions

Youth Wing — Nova Scotia NDP

Yukon Building Construction Trades Council

Yukon College

Yukon College Social Work 450 Class

Yukon Council on Aging

Yukon Federation of Labour

Yukon Government Employees' Union — Local Y010

Yukon Social Development Community Coalition

YWCA — Sudbury

YWCA of Calgary

YWCA of Halifax

YWCA of Yellowknife

Appendix C

List of Members of Parliament who Held Town Hall Meetings Reports Submitted to the Standing Committee

Eleni Bakopanos - Saint-Denis
Sue Barnes - London West
Colleen Beaumier - Brampton
Réginald Bélair - Cochrane-Superior
Yvan Bernier - Gaspé
Judy Bethel - Edmonton East
Maurizio Bevilacqua - York North
Morris Bodnar - Saskatoon-Dundurn
Don Boudria - Glengarry-Prescott-Russell
Dianne Brushett - Cumberland-Colchester
Marlene Catterall - Ottawa West
Martin Cauchon - Outremont
Brenda Chamberlain - Guelph-Wellington
Hon. Raymond Chan - Richmond
Mary Clancy - Halifax
Shaughnessy Cohen - Windsor-St. Clair
Bernie Collins - Souris-Moose Mountain
Marlene Cowling - Dauphin-Swan River
Rex Crawford - Kent
Harold Culbert - Carleton-Charlotte
Paul DeVillers - Simcoe North
Harbance Singh Dhaliwal - Vancouver South

Nick Discepola - Vaudreuil
Ron Duhamel - St. Boniface
Wayne Easter - Malpeque
Hon. Arthur C. Eggleton - York Centre
John English - Kitchener
Sheila Finestone - Mount Royal
Jesse Flis - Parkdale-High Park
Joe Fontana - London East
Patrick Gagnon - Bonaventure-Îles-de-la-Madeleine
Hon. Jon Gerrard - Portage-Interlake
John Godfrey - Don Valley West
Bill Graham - Rosedale
Bonnie Hickey - St. John's East
Ovid L. Jackson - Bruce-Grey
David Kilgour - Edmonton Southeast
Walt Lastewka - St. Catharines
Clifford Lincoln - Lachine-Lac-Saint-Louis
John Loney - Edmonton North
Shirley Maheu - Saint-Laurent-Cartierville
John Maloney - Erie
Audrey McLaughlin - Yukon
Hon. Anne McLellan - Edmonton Northwest
Peter Milliken - Kingston and the Islands
Andy Mitchell - Parry Sound-Muskoka
John Murphy - Annapolis Valley-Hants
Ian Murray - Lanark-Carleton
Pat O'Brien - London-Middlesex
John O'Reilly - Victoria-Haliburton
Hon. André Ouellet - Papineau-Saint-Michel

Rey D. Pagtakhan - Winnipeg North
Gilbert Parent - Welland-St. Catharines-Thorold
Bernard Patry - Pierrefonds-Dollard
Beth Phinney - Hamilton Mountain
Geoff Regan - Halifax West
John Richardson - Perth-Wellington-Waterloo
George S. Rideout - Moncton
Pierrette Ringuette-Maltais - Madawaska-Victoria
Andy Scott - Fredericton-York-Sunbury
Benoît Serré - Timiskaming-French River
Alex Shepherd - Durham
Georgette Sheridan - Saskatoon-Humboldt
Roseanne Skoke - Central Nova
Brent St. Denis - Algoma
Hon. Christine Stewart - Northumberland
Jane Stewart - Brant
Darrel Stinson - Okanagan-Shuswap
Paul Szabo - Mississauga South
Anna Terrana - Vancouver East
Paddy Torsney - Burlington
Tony Valeri - Lincoln
Lyle Vanclief - Prince Edward-Hastings
Elsie E. Wayne - Saint John
Paul Zed - Fundy-Royal

SUMMARY OF TOWN HALL MEETINGS

REPORTS SUBMITTED TO THE STANDING COMMITTEE

Town halls held to date: 200 involving some 20,000 individuals

Process for submitting summaries of meetings to Standing Committee

MPs have been encouraged to send summaries of their town hall meetings to the Standing Committee (caucus launch kit provided guidelines for holding town halls and suggested that MPs send summaries to the Standing Committee).

Summary of what has been heard at town hall meetings

- All agree on the need for reform.
- No consensus emerged on how to reform certain programs. For example, some were in favour of “workfare”, some against; some supported family income testing, others did not; some favoured ICR idea, some opposed it.
- At many town halls there was no detailed discussion of the Discussion Paper proposals; rather, discussion was general and focused on issues outside of social security reform such as tax reform.
- Many people spoke of the need to reform the tax system before reforming social programs.
- Most felt strongly that everyone should pay a fair share of taxes, especially corporations.
- Support was voiced for increasing cooperation between levels of government, eliminating overlap and duplication in programs and services, and providing more effective delivery.
- Some expressed suspicion of government: it is a large bureaucracy—who is monitoring the money provinces receive to ensure that it is being used as it should be (e.g., CAP)?
- Many people asked, where are the jobs? Retraining is not the answer if there are no jobs. We need a job-creating policy.
- People expressed the need for greater partnership between government and industry to ensure that people are being trained in areas that need people.
- Many comments were made about the need to end UI abuse.
- Many recognized that disincentives for those on welfare who want to work should be eliminated.
- Many very cynical about the process asked if the Committee would actually listen to their concerns and whether their views would have any effect.

- Social security reform is an exercise to reduce deficit, not to reform social programs.
- Increasingly, town halls have become targets for protesters.
- Below is a more detailed set of comments made at some town halls across the country.

General

- government should cut spending in other areas (e.g., foreign aid, immigration, official bilingualism, multiculturalism, MPs' pensions) before cutting social programs
- reduce the work week to 30 hours to increase employment
- need for change in attitude, recognition that trade-offs have to be made, more personal responsibility
- keep the universality of social programs

Learning

- make PSE more accessible to rural students
- pay back student loans based on job income after school
- against prospect of increased student debt that may result from PSE proposal for an ICR loan program
- help PSE graduates better integrate into the labour market
- streamline PSE institutions to eliminate duplication
- need for national standards for learning
- concern about impact of PSE proposal on low-income earners, should institute a tuition credit or voucher
- do not create large bureaucracy to administer student loans
- idea of using RRSPs for education may have merit
- private sector should assume more responsibility for education costs
- return service agreement should be looked at where a company sponsors a student who returns to the company after completing his/her studies

Appendix D

**List and date of release of the Supplementary Papers that accompany the
Discussion Paper, *Improving Social Security in Canada*
(as of 18 January 1995)**

Persons With Disabilities: A Supplementary Paper – October 1994

From Unemployment Insurance to Employment Insurance:
A Supplementary Paper – October 1994

Income Security for Children: A Supplementary Paper – October 1994

Child Care and Development: A Supplementary Paper – October 1994

Reforming the Canada Assistance Plan: A Supplementary Paper – December 1994

Employment Development Services: A Supplementary Paper – December 1994

The Context of Reform: A Supplementary Paper – December 1994

Federal Support to Post-Secondary Education: A Supplementary Paper – January 1995

For additional copies or alternative formats please contact:

Enquiries Centre

140 Promenade du Portage

Phase IV, Level 0

Hull, Quebec K1A 0J9

Fax: (819) 953-7260

Appendix E

Federal Social Tax Expenditures

Given the obvious relevance of social tax spending to federal public finances and direct social spending, and given also the repeated requests from witnesses that matters of tax fairness be part of this review, the Committee takes it within its mandate to consider social tax expenditures at the same time as reassessing direct social spending programs.

Table 1 provides quantitative estimates of the values of selected tax expenditures for 1992, the most recent year for which estimates can be provided. There are more than thirty federal tax expenditures in the social security field. The estimated value for several items is quite substantial, running into billions of dollars of forgone revenue. And because of inflation, growing client populations, increasing take-up rates, and the periodic enrichment of various tax benefits, the amount of many social tax expenditures has been growing.

Table 1: Federal Social Policy Tax Expenditures, 1992 Estimates		
	Federal	Federal/Provincial
	(\$ millions)	
Deductions		
RPP contributions	4,789	7,423
RRSP contributions	3,660	5,673
Non-tax. RPP interest	9,611	14,896
Non-tax. RRSP interest	3,273	5,073
Less tax. of withdrawals RPP	4,327	6,707
Less tax. of withdrawals RRSP	813	1,260
Child care expenses	363	563
Treatment of alimony and maintenance payments	437	677
Non-refundable credits		
Age	1,484	2,301
Married	1,147	1,776
Equivalent to married	602	934
Dependent child	405	628
C/QPP contributions	907	1,408

**Table 1: Federal Social Policy Tax Expenditures,
1992 Estimates**

	Federal	Federal/Provincial
	(\$ millions)	
UI premiums	1,145	1,774
Pension income	312	484
Disability	342	530
Medical	232	360
Charitable donations	876	1,358
Tuition fee credit	155	241
Education credit	95	54
Education and tuition fees transferred	147	228
Refundable credits		
Child	2,473	2,473
GST	2,500	2,500
Non-taxation of:		
Employer-paid premiums to health plans	906	1,405
GIS and SPA benefits	240	372
Welfare payments	350	543
Worker's Compensation payments	767	1,188
Employer-paid premiums for group life insurance	172	266
Veterans' allowances, pensions	27	42
Veterans' disability pensions	167	258
Employer-paid UI benefits	2,309	3,578
Employer-paid C/QPP premiums	1,189	1,843
RCMP pension/compensation for injury, disability, or death	8	12
Exemption on first \$500 of scholarship	7	11
Total Social Tax Spending	36,137	53,278

Source: Caledon Institute of Social Policy, December 1994.

Appendix F

The Arithmetic of a Guaranteed Annual Income

INTRODUCTION

In our hearings we found much support for a guaranteed annual income (GAI). We also heard a very interesting original proposal for universal income security from Alan A. Johnson of Calgary. Many witnesses felt that the idea had been given short shrift in the Discussion Paper. The Discussion Paper laid out the case for a GAI as being a simple, easily and cheaply administered, universal benefit without the stigma of welfare, which, in some people's minds, could provide more support to the poor. The Discussion Paper detailed the long history of official support for GAI proposals in Canada, but it saw the GAI as too expensive today. In addition, the Discussion Paper thought more targeted programs could probably be more effective. In the Supplementary Paper on Reforming the Canada Assistance Plan, Human Resources Development Canada promised to make available analysis to this Committee. We have received some short documentation from the Department, and have heard that it will be publishing a more extensive analysis in the near future.

In the meantime, we would like to help along the debate on a GAI with some simplified arithmetic.

IS THERE ENOUGH MONEY IN THE SYSTEM FOR A GAI?

We already have, in effect, a GAI for seniors. Could we not convert the basic personal amount into a demogrant or cash grant? The personal amount is the first tax-free part of your income. It was \$6,456 last year. The demogrant could be mailed out to every adult Canadian. In this fashion, could we replace welfare for adults at no net cost?

The flaw in this argument is that the apparent \$6,456 federal tax break is really only worth the amount of tax you save. This is \$1,098—that is, 17 percent of \$6,456. Of course, \$1,098 is not a substantial enough amount to replace welfare. Moving to a GAI would require more tax revenue to be raised; the existing credits in the system are not worth enough.

HOW MUCH WOULD A GAI COST?

There are a number of varieties of GAI, but we will look at the universal demogrant model because it is the easiest to cost. To keep matters simple, we will take seniors out of the example and suppose that the demogrants are \$5,000 for adults and \$3,000 for those under 18 years old. Using 1992 population estimates, we find:

Age Group	Demogrant (\$)	Number (Millions)	Cost (\$ billions)
Under 18	3,000	7.0	21.12
18-64	5,000	18.1	90.48
Total	—	25.1	111.60

Thus, the cost of such a GAI is the considerable amount of \$111.6 billion. Financing it would be a challenge, but there are other offsetting considerations.

HOW COULD A GAI BE PAID FOR?

A flat tax is the easiest arithmetical example to work with. The federal and provincial governments will require tax revenues for their operations. Of course, these operations will be smaller because the demogrants will take the place of some of the income support programs. In particular, we will assume that the federal CAP for social assistance, UI, and child benefits will be replaced. The savings from replacing programs would be in the order of \$28.6 billion in 1992. From Revenue Canada's taxation statistics, we find that in 1992, individuals under 65 years of age paid \$53.8 billion in income taxes to the federal government and \$22.1 billion to the provinces. We compute the funds needed in the following table:

Gouvernement	Use	Amount (\$ billions)	Net (\$ billions)
Federal	Demogrants	111.6	111.6
	Operations: Existing	53.8	
	Less savings	28.6	25.2
Provincial	Operations	22.1	22.1
Combined	All		158.9

Thus, if the sample GAI were in operation in 1992, the federal and provincial levels of government would need to raise a total of \$158.9 billion in personal income tax revenues.

To complete our example, we have to compute the necessary marginal tax rate. In addition to replacing the income support programs mentioned above, the demogrants also replace the tax credits. The tax base is therefore all assessed income without any credits deducted. To find the marginal tax rate, the total revenue requirement is divided by the tax base. From Revenue Canada's taxation statistics we find that in 1992, individuals under 65 had a total assessed income of \$375.1 billion.

$$\text{Combined Tax Rate} = 158.9/375.1 = 0.42$$

The necessary tax rate is therefore 42 percent. To give some perspective, this is the same rate as the current combined middle tax bracket in Newfoundland.

CONCLUSION

We should emphasize that this is a very artificial example, designed for exposition of only one type of GAI. We have not worked out a full pattern of demogrants for children, for people with disabilities, or for those undertaking training or education, nor have we calculated the cost savings from a simplified social safety net or the changes in labour supply. Demigrant GAI schemes do turn our ideas of how a

tax system works on their head. The amount of revenue required to finance the demogrants is usually larger than the amount needed to finance the remaining government spending.

As we remarked in concluding this report, the debate on social policy reform will continue. GAIs are appealing, but as our example above shows they have very strong implications for cost and tax rates which deserve close examination. We are certain the forthcoming departmental document on the GAI will make its own contribution to the debate.

Appendix G

A Summary Analysis of *Have Your Say* Workbook Responses

This appendix provides a preliminary analysis of the 25,318 *Have Your Say* workbooks that were received as of December 31, 1994. The workbook was one of the ways Canadians could make their views known with respect to the recently released Discussion Paper, *Improving Social Security in Canada*. As can be seen in the following figure, Canadians across the country participated in this consultative process.

While the response was substantial, care must be taken in interpreting the results. Those Canadians who chose to participate in this exercise are not necessarily statistically representative of Canadians as a whole. As an example, more than half the respondents were male, and less than 20 percent of respondents were from Quebec. The analysis contained in this report is intended, in a non-scientific way, to identify the general preferences of participants and to present specific ideas and comments that were volunteered. The workbook was designed in the first place to help Canadians express in their own words views about social programs.

Overall, participants appeared to put considerable effort into filling out their workbooks. This is reflected in the fact that almost all open-ended questions had extremely generous responses. The substance of participants' answers was drawn largely from anecdotal or personal evidence. People described their living conditions and their financial status and often used detailed figures. In many cases, the figures demonstrated such points as how welfare did not cover all their costs or how they, as taxpayers, were being squeezed.

Overall, the following distinguishing features of workbook responses can be observed:

NEED FOR CHANGE

- Participants displayed a sense of urgency about social program reform and a desire to have comprehensive changes to the social safety net. More than 90 percent of participants agreed that Canada's social security system is in need of change at this time.
- While there was enthusiasm for change, there was a diversity of views as to what should change and how changes should be implemented.

In my mind, Canadians are protected now—aren't they?

47-year-old man from Manitoba

No jobs, no future, the safety net is still needed.

51-year-old man from P.E.I.

- Participants liked the fact that today's social security system protects vulnerable Canadians. At the same time, most participants did not tend to identify themselves as vulnerable or being in need. Instead they reflected an "us and them" feeling. Those who described themselves as the working poor, for example, expressed anger at perceived tax breaks for the rich. They also suspected the widespread abuse of social programs by less motivated neighbours.
- Frequently, participants demonstrated a very personal point of view in their answers. As a result, they had a keen sense of ownership of social programs and were interested in change to make sure that "their" money was being used in the best way possible. Targeting benefits by changing eligibility requirements or by changing the focus of assistance programs was particularly favoured as a means of improving programs.
- The cost of social programs was not a concern explicitly stated by many participants. Participants expressed general concern about reducing the deficit, spending money smarter, and making payments more conditional on an exchange of work or services. On the other hand, participants expressed widespread support for the idea of a **guaranteed annual income** as an option for helping people in need, despite the high cost of such a system.

WORKING

- A large proportion of participants agreed that more emphasis should be placed on services that improve the skills and job prospects of unemployed people, and less emphasis on providing them with just income support.
- Participants differed in their opinions about the approach government should take to refine the UI program or about what should be done with money saved as a result of changes. Slightly less than one-third of participants leaned in favour of a **new unemployment insurance program**. Far fewer participants were in favour of an **adjusted existing UI program**. More than one-third of participants wished to see a combination of both approaches.
- There was general agreement that the current social security system keeps people on the welfare "treadmill" and that governments should be more flexible, allowing people to solve their own problems. Many Canadians suggested that people need to be more responsible for their own welfare.
- Participants demonstrated a creativity and flexibility in their answers to difficult issues. This resulted, for example, in a very broad interpretation of **workfare**, which was defined as including education or any number of activities. Also, alternative approaches to the delivery of benefits were proposed to reduce abuse, such as distributing vouchers, food stamps, etc., instead of cash.
- Providing additional day care and child care was the single most suggested means to help parents balance work and family responsibilities.

EDUCATION

- Participants were evenly divided as to whether or not students should pay a larger share of the cost of their education. Responses indicated that federal-provincial funding arrangements were not clear to all. As a result, participants seemed less able to agree on how the federal government should address the post-secondary education funding issue.
- The majority of participants supported proposals for an **income contingent repayment** plan, though they expressed concerns about how the plan would be administered and its effect on students unable to find a well-paying job after graduation. Support of the proposal to use **RRSPs** for education was less strong.
- Many participants called for major improvements to the education system in Canada. Suggestions for change involved making education available to everyone and making the system more responsive to the needs of the job market.

DELIVERY

- There was a difference of opinion over who should control the administration of social programs—the federal government or the provinces. Some participants called for clear **national principles** to ensure that social programs are the same, while others stressed that the provinces need to be given more powers.
- Participants saw a larger role for the private sector in social programs, either contributing more to the system in the form of higher corporate taxes, or greater partnership between business and government to help create jobs.

Source: Canadians Respond to Ideas for Reforming Canada's Social Programs, Interim Report: *Have Your Say* Workbook, Ottawa: D.R. Harley Consultants Ltd., 16 January 1995, pp. i-v.

A copy of the relevant Minutes of Proceedings and Evidence (*Issues Nos. 12, 14, 15, 18, and 26 to 67 which includes this Report*) is tabled.

Respectfully submitted,

FRANCIS LeBLANC
Chairman

REFORM OF THE SOCIAL PROGRAMS

CONSULTATION ON THE DISCUSSION PAPER

IMPROVING SOCIAL SECURITY IN CANADA

FACING THE CHALLENGES OF THE 21ST CENTURY:

DIFFERENT REFORMS, BETTER SUITED TO OUR NEEDS

MINORITY REPORT BY THE BLOC QUÉBÉCOIS

FRANCINE LALONDE

ANTOINE DUBÉ

PAUL CRÊTE

MONDAY, FEBRUARY 6, 1995

**REFORM OF THE SOCIAL PROGRAMS
MINORITY REPORT BY THE BLOC QUÉBÉCOIS**

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Dans le seul but d'alléger le texte,
la forme masculine désigne, s'il y a lieu,
aussi bien les femmes que les hommes

INTRODUCTION

The welcome given to the Bloc Québécois MPs during the consultation tour and the comments made by participants indicate that, regardless of the differences which divide us concerning the future of Québec and of Canada, the Bloc Québécois is viewed by many as the sole defender of the values and ideals of equity, justice and social harmony. This consultative process has convinced us more than ever of the fact that the federal government is lacking in any vision of the whole and has chosen the easiest, and at the same time the most offensive method to conduct its fight against the deficit, by placing the burden upon the backs of those in the greatest need and on the middle class.

The majority of those heard, while accepting the need for reform, reject the notion that the federal government would sacrifice its values and ideals at the altar of the federal deficit, by systematically attacking the social programs, as it is doing at the present time. This strategy invites even greater criticism, due to the fact that it is proving to be increasingly ineffective, while threatening the social harmony so essential to our economic drive.

Throughout the course of the consultations, the Standing Committee on Human Resources witnessed an unequivocal rejection of most of the major directions proposed by the federal government in its discussion paper entitled *Improving Social Security in Canada*. The working document thus in no way reflects the concerns and the recommendations made by the hundreds of citizens and groups heard by the Standing Committee.

The Bloc Québécois members of the Committee have produced a minority report because we believe that the recommendations in the majority report are unacceptable to the provinces, particularly to Québec. Their implementation would constitute an unprecedented intrusion on the part of the federal government into areas of provincial jurisdiction. Despite their fancy packaging, these recommendations cannot meet the needs of those who are the most affected – the citizens of this country. On the contrary, they point to never-ending overlaps and confrontations.

Despite the confusion surrounding the announcement by the Minister of Human Resources Development of the indefinite postponement of the reform of the social programs, we believe that this minority report still has an important function to fulfil. Many of the directions recommended in the majority report need to be vigorously denounced, demonstrating as they do the very natural tendency of the federal government, particularly the present one, to interfere even further in fields of provincial jurisdiction. They need to be denounced, as many of them could, and might very well be implemented unilaterally. Take, for example, the increased use of the Unemployment Insurance Program which is proposed, in order to intensify federal presence in the area of worker training and development!

Finally, this minority report also serves the purpose, particularly on the eve of the federal budget, of clearly demonstrating the extent of the federal government's error in directing its attack primarily against the social programs in its fight against the deficit, and thus attacking those in the greatest need and the middle class. This strategy is ineffective and dangerous as it poses a threat to the social harmony of our two societies and undermines our economic drive.

In the pages which follow, we will explain the reasons behind this report, comment upon certain of the recommendations included in the majority report, raise the question of the two nations within one, and reveal our own vision of reforms to the social programs.

PART I –

GENERAL COMMENTS

Among the comments most often heard, during the course of the consultations, were the following: the absence of overall vision; the lack of concern about job creation; the pursuit of a single goal, that is the reduction of expenses; the need to establish true single window offices at the local level for both employment services and training, and to decentralize the decision-making process; the lack of concern regarding the impact on women; the absence of any firm commitments in terms of equity..

Before commenting upon specific points, we will begin with the consultation process itself.

1.1 THE CONSULTATION PROCESS

First of all, we wish to draw attention to the great interest shown by the citizens and groups and to the quality of the presentations made, despite the very limited time allowed for registering and for preparation.

We also wish to express to the Minister of Human Resources Development our deep disappointment and our indignation at the delays in making available the information documents as a whole. The Minister had announced, in his appearance before the parliamentary committee, that those documents would be available in order to provide a basis for the discussions. That was not the case, and many of them were made public long after the Committee had begun its work; other were produced after the consultations had ended. To this day, only the résumés are available of the technical reports dealing with the evaluation of the unemployment insurance program. Yet that program is at the very centre of the proposed reforms.

In addition, that lack of information caused the Auditor General to comment that: “we are particularly concerned by the fact that Parliament, in its examination of the reform proposals,

does not have at its disposal sufficient information concerning the results and the effects of the social programs now in place.” And he continued: “Thus, an analysis of the proposed changes to the programs in place should include an examination of the negative effects that could result from the reforms.”

The government’s proposals are so far removed from the needs and expectations of Quebecers and Canadians that they have been massively rejected. The numerous demonstrations and parallel consultations held by the various social groups bear witness to this rejection. The Minister of Human Resources Development has called into question the representativity of the testimony heard, but we are able to confirm that the consultations held throughout the provinces present an accurate reflection of the opinions of ordinary people and of the understanding of the proposed reform that prevails among Quebecers and Canadians. The attempt on the part of the Minister to discredit the consultations, a process which he himself initiated, probably reflects his dismay when faced with evidence that his true intentions have been discerned and denounced.

Many witnesses also drew the attention of the Committee to their grievances in the face of the government’s lack of an overall vision. To exclude social housing, pensions, health and social services from the working document on the reform of the social programs was evidence, to them, of such a lack of vision and made it impossible to establish an integrated approach to the problems identified. In the opinion of these witnesses, one cannot talk about the fight against poverty, about integrating the job market and about establishing priorities without taking into account the very significant impact of those specific areas.

It should be recalled that in his budget published in February, 1994, the Minister of Finance announced: “During the coming months, we will publish a document analyzing the needs of an aging society, in terms of services, and the changes to be made to the pension program in order that it should remain affordable. This document will also examine changes which could be necessary to the private retirement—savings tax program.” The document he announced has not been published and, on the eve of the 1995 budget, there is reason to fear that the Minister of Finance is going to make changes in those important programs — unilaterally and with no public consultation.

1.2 THE SOCIAL PROGRAMS AND THE FIGHT AGAINST THE DEFICIT: A DISPROPORTIONATE CONTRIBUTION

“The Green Paper process is a crusade to address Federal fiscal deficit. The center of the reform argument is a deficit reduction. Every change suggested seems driven by the deficit reduction. The individual is on the outer rim of your sphere of interest.” **Walter Fitzgerald, Mayor of Halifax, November 30, 1994**

« La vaste réforme de la sécurité sociale proposée au nom de l'emploi et de l'innovation n'est autre chose que l'élément central de la politique fédérale de lutte au déficit. N'osant ramener la Banque du Canada à la raison et refusant d'agir du côté des revenus à la faveur d'une réforme de la fiscalité, la voie est toute tracée vers une réduction des dépenses sociales. C'est exactement ce que propose le livre vert. » **Mouvement action chômage de Montréal, Montréal, décembre 1994**

Well before the government made public its Green Paper, the 1994 budget gave us a clear indication of the principal objective of the reform of the social programs: a drastic reduction in costs. By subjecting certain social programs to cuts of \$7.5 billion for the period 1994–1995 – 1996–1997, \$5.5 billion of which affected unemployment insurance alone, the federal government essentially put the burden of its attack on the deficit on the backs of the unemployed and on the middle class. Of the whole of the reductions brought about by the budgetary measures, **the contribution made by the social programs (unemployment insurance, CAP and EPF – Post–secondary education) represents 38%. Yet these budgetary items only represented 26% of program expenses for 1993–1994.**

The same day that the government produced its Green Paper, the *Toronto Star* brought to light a confidential document originating in Cabinet which indicated that the next federal budget would introduce additional cuts of \$7.5 billion in the social programs over the next five years. Thus the cuts in those programs would amount to more than \$25 billion over the whole of that period, when the cuts imposed by the 1994 budget are projected over the same time frame (see Table 1). The credibility of this leak was confirmed by the Green Paper itself. On page 23 of that document it is stated: “If other measures are necessary in order to respect the government’s objectives with regard to the control of the deficit, they will be announced in the 1995 budget.”

TABLE 1
CUTS TO SOCIAL PROGRAMS
IN MILLIONS OF DOLLARS

Source	94–95	95–96	96–97	97–98	98–99	99–2000	TOTAL
Budget 94	725	2,866	3,940	3,940 ¹	3,940 ¹	3,940 ¹	19,351
Toronto Star	–	1,500	1,500	1,500	1,500	1,500	7,500
TOTAL	725	4,366	5,440	5,440	5,440	5,440	26,851

1. In the absence of projections for these years, in the budgetary documents for 1994, it is likely that anticipated savings will be on the same scale as those expected for 1996–1997. Nevertheless, in the event of a serious slow–down or even a recession, the extent of the savings for the federal government would then be much greater and, inversely, in the case of a strong increase in employment.

During his appearance before the Committee, the Minister stated:

« ... le budget de 1994 a annoncé des mesures visant à réduire les dépenses au titre de l'assurance-chômage de 2,4 milliards de dollars et on y prévoyait d'autres économies et par conséquent une diminution des cotisations d'assurance-chômage consécutive à la réforme de la sécurité sociale.

«As well, we have set a broad target of 10 % for further savings from UI, which would in turn be re-channelled into employment-generating initiatives.» **L'honorable Lloyd Axworthy, Ottawa, 17 octobre 1994**

Did this objective of additional cuts of 10% announced by the Minister confirm the facts revealed by the Toronto Star or was it an announcement of further cuts? This additional goal of 10% appears not to have satisfied the the Minister of Finance.

In effect, the recent announcement by the Minister of Human Resources Development of an indefinite postponement of the reforms, and the confusion which followed, constitute the most striking demonstration of the fact that the whole operation had but one objective: draconian cuts in spending for the social programs, while at the same time aiming to increase the control exercised by the federal government over areas of provincial jurisdiction. A disturbing announcement! It indicates a decision on the part of Cabinet to choose the easy solution in its fight against the deficit: direct the attack once more at the poor and the middle class.

However, the figures included in the table do not reveal the full extent of the reductions made by the federal government in the social programs, since the end of the 1980s, including:

- the taxing of old age security benefits beyond a certain income level;
- the abolition of tax credits for children and of family allowances and the introduction of Child Tax Benefits.
- the series of changes to unemployment insurance (McDougall and Valcourt);
- the ceiling on annual increases in eligible expenses for CAP in Ontario, Alberta and British Columbia;
- the introduction of a ceiling in established program financing (health and post-secondary education)...

If all of the reductions brought about by these various measures were calculated, the total would amount to tens of billions of dollars. In the unemployment insurance area alone, the series of restrictions (1990, 1993 and 1994) involve cumulative savings, for the Unemployment Insurance Account, which exceed the 20 billion dollar mark for the period 1991–1996.

In addition, the withdrawal of the federal government's financial contribution and the charging to the Unemployment Insurance Account of the costs linked to developmental uses caused additional costs to subscribers of more than \$20 billion. These manipulations of the Program amount to more than \$40 billion for that period. It is for these reasons that we can state clearly that the government is placing the burden of its fight against the deficit on the backs of the unemployed.

« Most important, the report does not seem to address the most critical question about the undercapacity in the Canadian economy, which we would argue is the most prominent reason for our debt and deficit. » **Michael Goldbert, Social Planning and Research Council of British Columbia, Vancouver, November 16, 1994**

This statement was repeated over and over again before the Committee. Several witnesses also referred to a Statistics Canada study showing that only 2% of the federal debt is attributable to the social programs. It is disappointing to see that the majority report attempts to discredit or gloss over the results of this study by referring to a Statistics Canada note commenting on the research.

However, the signatories of the majority report should have taken into consideration the context in which that note was put out and of the validity of the study as recognized by other organizations –see Maude Barlow and David Robinson of the Council of Canadians in the *Globe and Mail* of January 11, 1995. However, the authors of the study point out that: “In the main, the present document has shown that it is not appropriate to attribute the increase in the deficits after 1975 to an explosive increase in program expenditures, but rather to a drop in federal receipts in relation to the growth in the GDP and to the increase in interest payments.” The majority report should have paid attention to this main conclusion by the authors of the research and drawn the necessary conclusions from it.

Other groups also brought the same message to the Committee, based upon their own analyses. In a joint declaration entitled *Paying for Canada: Perspectives on Public Finance and National Programs*, the Social Planning Council of Metropolitan Toronto, The Child Poverty Action Group and the Citizens for Public Justice also demonstrate that: “social expenditure is not the source of Canada's indebtedness problem. In the main, the under-taxing of wealthier individuals and companies since the mid-1970s, combined with the effects of interest added to high nominal rates, has brought about a paralyzing accumulation of the national debt.”

Do the Liberals, like the Conservative before them, want to conceal the real causes of the deficit? Keep quiet about the causes of the deficit and pretend that the only method of improving the state of public finances is by slashing the social programs – that seems to be the strategy preferred by this government!

In our opinion, no other group in society has made so great a contribution to the fight against the deficit. In fact, during the same period of time, certain other groups were able to benefit from the lowering of progressivity of taxation, from the introduction of exemptions for capital gains, from attractive returns, thanks to high interest rates, or from the continuation of preferential treatment of family trusts. As was stressed by the Canadian Council for Social Development, before the members of the Committee, since 1981, the rich have been getting richer and the poor have been getting poorer. From 1981 to 1991, a net transfer of about \$5 billion has taken place from the poorest to the wealthiest members of our society.

So it is not surprising that the federal government has never produced studies calculating the cumulative impact of all those measures which we have just described. The present government has systematically rejected the suggestion made by the Bloc Québécois which, from the day after the elections, has called for a real analysis, with the documents produced, of the whole of governmental operations, including fiscal expenditures, in order to ensure that the fight against the deficit is fair, just and effective.

In the Bloc Québécois, we insist – more than ever before – that the federal government must immediately call off its attack on the social programs in its fight against the deficit. It must cease its attack on those in the greatest need and on the middle class.

We understand that the majority report is reflecting the sentiment of injustice felt by many, faced with the fact that the large corporations, particularly the banks, pay no taxes, even if they realize huge profits and the fact that individuals can benefit from tax loopholes of doubtful social or economic utility.

The federal government must redirect its efforts and devote all of its energy to the creation of jobs and to an analysis of its overall expenses, including fiscal spending, in order to eliminate duplication, overlaps, waste in the government apparatus, the unfairness and the unnecessary loopholes in the tax system, and in order to ensure that it collects all the revenue to which it is entitled. **That is the strategy proposed from the start by the Bloc Québécois, in order to mount an intelligent and effective attack on the deficit.**

The Bloc Québécois position is a reflection of the values it considers essential to defend and preserve: harmony, equity and social justice. It also reflects an understanding of social and

economic dynamics. In fact, more and more studies indicate quite clearly that the countries showing the fastest growth in recent years, in the areas of both productivity, employment and wealth, are those where social inequalities are the least pronounced. In our opinion, the majority report has not paid sufficient attention to this reality.

In pursuing and even increasing the pace of the dismantling of the social programs begun by the Conservatives, the Liberal government is threatening not only social harmony but also the future prosperity of Canada.

1.3 EMPLOYMENT: THE MISSING LINK

«There is no employment policy at all. There is a policy against the unemployed.» **Patricia Armstrong, Head of School of Canadian Studies, Carleton University, Ottawa, October 27, 1994**

In answer to the almost unanimous presentations identifying the lack of employment as the main reason for the increasing number of people turning to unemployment insurance and to social assistance and denouncing the absence of any job creation strategy in the Green Paper, the signatories of the majority report simply sweep this critical question under the rug. Yet, if there is one strong consensus to come out of those consultations it is that one.

In discoursing at length on what a “modern, credible and responsible job creation strategy” might be, the Liberals MPs are completely missing the boat. Lining up Green, Grey, Pink and Orange Papers cannot substitute for a real employment policy. The Liberal rainbow has not dazzled Quebecers and Canadians!

The Liberal MPs are demonstrating once more the fact that the government they constitute has shelved its promise to make job creation its main priority. They have become, like the Conservative before them, adepts in the fight against the deficit and in the free market economy.

The government boasts about the creation of 362,000 jobs in Canada, using figures from the months of December 1993 and 1994, but it forgets to mention that this performance is quite inadequate. In effect, in order to return to an employment level similar to the one that existed before the recession (62.2% in April, 1990), 765,000 more jobs were required in December, 1994. For Québec, the short-fall amounted to 220,000 jobs. **Note also that the use of the months of December is misleading as the annual average for job creation in Canada in 1994 was 261,000 jobs, of which 70,000 were in Québec.** The majority reports dares, for its part, to claim that: “The recovery is real and has created a considerable number of new jobs – more than 4000,000 last year.”

If Canada's performance, among the OECD countries, is good in terms of economic growth, it is in large part due to the fact that it was one of the first countries, if not the first, to go into recession at the beginning of this decade and one of the last to come out of it. That was essentially brought about by the policy of high interest rates practised by the Bank of Canada. Many references have been made to the first "made in Canada" recession.

"So when people ask where their jobs are, I want to tell the committee there are a lot of jobs beginning to occur in this economy. Our problem is that we haven't been able to provide the effective match-up." **The Hon. Lloyd Axworthy, Ottawa, October 17, 1994**

The Green Paper and the Minister of HRDC would have us believe that the main problem in the job market is not a lack of employment but rather a lack of persons having the necessary skills. In the words of the Minister, there is an "employability crisis". He even goes so far as to suggest that three-quarters of those who are unemployed do not have the necessary skills to perform a job. Yet, the figures cited above as well as the daily reality clearly contradict such statements.

Just recently again, the picture of 26,000 people, lining up for hours in bitterly cold weather – conjuring up images of the Great Depression of the 30s – in the hopes of getting one of some 1,200 positions supposedly available at a GM plant in Ontario, provides eloquent proof that those who see a crisis in employability rather than in jobs, are totally divorced from reality. On this point, a Toronto Star editorial states: "As he prepares his upcoming budget, Finance Minister Paul Martin would do well to remember that unemployment is far more a symptom of a shortage of jobs than of an unwillingness to work." The comment by Brenda Dalglish in *Maclean's* is very much to the point: "The sight of Canadians so desperate for a decent job that they were willing to spend a winter night outside in a lineup is a stark and sobering demonstration of the nation's anxiety about jobs."

Without denying the necessity and the need for job training, particularly technical training, **the Bloc Québécois asserts unequivocally that the main problem facing Quebecers and Canadians is a lack of jobs and, as a result, the Bloc decries the absence of any real will on the part of the government to address the matter of job creation.**

When one considers, as does the Liberal majority, that full employment is an objective of a "social nature", it is not surprising to see the government erring.

For the Bloc Québécois, a job creation policy must, above all, be defined, articulated and implemented within the framework of an extensive partnership between government, employers, unions and community organizations, and not simply drawn up in government back offices. Such a policy must also target local communities. It must also take into account new

employment modes, including the very significant local employment stratum. It should also address all those questions connected to a job market policy. Finally, it should aim to provide the communities with the necessary tools, so that people can hope to live, work and make progress in their home surroundings. We will return to this later. For the Bloc Québécois and for most Quebecers, full employment is an economic and social objective.

1.4 THE DRIVE TO CENTRALIZE – ENCROACHMENTS UPON PROVINCIAL JURISDICTION

« En outre, par la lecture attentive du document de travail nous avons acquis deux certitudes. La première est que le gouvernement cherche obstinément à couper dans les dépenses publiques fédérales sans revoir la fiscalité canadienne. La seconde est que ce même État veut donner des services directs aux Canadiens et aux Canadiennes et ce même s'il en coûte des empiètements dans les juridictions constitutionnellement provinciales. » **Solidarité rurale du Québec, novembre 1994**

Throughout the Discussion Paper, the government, while noting that several of the targeted areas fall under provincial jurisdiction, justifies its intervention either by its spending powers or, as is also stressed in *A New Framework for Economic Policy*,

« ... la responsabilité des provinces en matière d'éducation publique est sans équivoque. Cependant, étant donné que l'avenir de la nation est en jeu, cet investissement doit constituer un effort collectif, le principal critère de partage des efforts devant être la détermination de l'intervenant le mieux placé pour obtenir des résultats probants [...] L'intérêt que porte le gouvernement fédéral à aider les Canadiens et Canadiennes à acquérir des compétences, découle de sa responsabilité générale de promouvoir l'amélioration des résultats économiques et, plus précisément, de réduire le plus possible la portée et les conséquences du chômage. »

In stating that “the principle criterion in the division of labour should be the determination as to which intervenor is the best placed,” the federal government is making a demagogic attempt to prepare people for an increase in its all-pervasive presence.

As we shall see later, this attempt to take over provincial jurisdictions in the name of greater efficiency on the part of the federal government ignores the experience of recent decades and the needs generated by a new economic and social climate.

With this attitude, the federal government is also ignoring the results of its own opinion polls. The poll conducted in July, 1994 by the Angus Reid Group, for the Department of Human Resources and Development Canada (HRDC), shows clearly that a majority of citizens identify the provincial government as the one that should be responsible for providing employment programs and services (60%) because it is that level of government that is best able to understand local needs. It goes without saying that such support for that level of government is even more prevalent in Québec.

It comes as no surprise then that, faced with those results and in the context of a third poll conducted by the same firm, the federal government did not consider it necessary to repeat the questions on the matter of jurisdiction! But would it be hiding the results? The only question on the subject, according to the document made public by the Department, is as follows: Even the Bloc Québécois MPs would have answered “Yes” to such a question!

However, we have stated from the beginning that this reform proposal is unacceptable for the provinces. We only have to consider the fierce opposition expressed by several provinces right from the start, including Québec, Ontario and British Columbia. The Minister of Human Resources Development had no choice then but to cancel the federal–provincial meetings scheduled for April 18, 1994. Since that time, the Minister has not dared to go to a joint meeting with his provincial counterparts, for fear of suffering another rebuff. He hoped, on the other hand, that the Committee’s consultations would provide him with an opportunity to strengthen his position, to the detriment of the provinces. He had no luck there!

These tactics on the part of the federal government are not new. For many years, it has tried to ignore the constitutional or jurisdictional questions which accompany and govern any in–depth changes to the social programs. Remember, for example, how the federal government acquired greater control over family allowances during the revision of the social security system from 1973–1976; its ever–increasing interference in the area of training, particularly since the early 1990s since it is now relying upon the Unemployment Insurance Account to finance that offensive.

The present Liberal government should pay heed to the wise remarks of one of Canada’s Prime Ministers:

“Our constitution attributes to the provinces a vast area of jurisdiction and of responsibility. A national policy which did not fully and truly respect that reality could not succeed. In the area of federal policy, it is amazing to note how often we face demands or criticisms which implicitly, if not explicitly, fly in the face of that reality. Although they may be formulated in the name of national unity, such demands in fact attack the very foundations of that unity.” **The Right Hon. Lester B. Pearson, opening remarks, Federal–Provincial Conference, Ottawa, July 19–22, 1965.**

The recommendations of the majority report confirm, despite its generous wording, this determined will to interfere on the part of the federal government. According to the Liberal majority, “the updating of social policy in Canada cannot be brought about without a renewal of federal–provincial–territorial relations, in order to redefine the roles and the respective responsibilities of the federal and provincial governments. The “new life” that the Liberal majority wants to give to federal–provincial relations could be based on administrative agreements without touching the Constitution. What we are saying in the Bloc Québécois is

that the federal government is stating from the start, like the majority report, that training is an area of shared responsibility and that it only wants to give greater responsibility in this matter to the provinces – and not leave to the provinces the entire responsibility as Québec is demanding; it is interpreting the Constitution as it sees fit, a fact that is apparent in the majority report.

1.5 THE NEED TO DECENTRALIZE

“What I would do is radically decentralize.

When you have a federal scheme, you don’t have to have it administered from the centre. It’s not necessarily efficient to do that. One of the things that is in this document is one – stop shopping. How are you going to do that, seriously? You’re going to have office in Ottawa and some people in the office responsible to head office in Fredericton and some people... and so on.” **Alan Moscovitch, Professor and Head of School of Social Work, Carleton University, Ottawa, October 27, 1994**

Over and over again, we heard such comments, pointing to the imbalance between local needs and the range of tools available to the various intervenors. The main criticisms were aimed at the rigidity of the programs, their lack of coordination, bureaucratic delays due to the centralization of decision – making power and by the number of public intervenors.

Many witnesses urged the government to decentralize in favour of the provinces or local communities, in order to make delivery of services more flexible and in order that the decision taken might correspond to local needs. But we should note that, while commending this very necessary decentralization, there were citizens and groups everywhere, with the exception of Québec, who stressed the need for a continued active role for the federal government, particularly in the setting of strong guide – lines, standards and national objectives. The stress laid by certain participants upon the number and the significance of such parameters appeared to be in contradiction to the desired decentralization and flexibility.

Despite a recognition of the failure of its own programs, despite the costly overlaps and duplication, despite the consensus in Québec, the federal government is sticking stubbornly to its course. Decentralization is an important response to certain problems affecting Canada. Although the consensus now goes beyond the boundaries of Québec, the federal government persists in offering only the illusion of decentralization, as is evident from its proposed single window offices model.

Made aware of the desire expressed to adopt a community based approach, the Liberal majority has now established that the second priority of the reform – the first being the fight against child poverty – should be “durable community development”. It should be noted that

the Green Paper did not touch on this subject, which is not new, however. We in the Bloc Québécois insist that we will not tolerate seeing the federal government use local intervenors in order to pass over the heads of the provinces, specifically Québec. Furthermore, a holistic approach in interventions, based on the communities, is likely to produce more results if it is taken in charge by the provinces, as most of the areas that have to be taken into consideration fall within their jurisdiction.

1.6 NON-RECOGNITION OF QUÉBEC

The specific needs and the consensus in Québec are completely obscured in the majority report. The Liberal majority makes the disgraceful omission of failing to put on the table the dispute between Ottawa and Québec regarding the development of the work-force. Respect for diversity is established as a basic principle of the majority report, yet it is incapable of recognizing the specific identity of the Québec people.

The Liberal majority has made no attempt in its proposals to incorporate the positions defended during the hearings held in Québec. Yet, a very large majority of Québec participants gave ample demonstration of the strong consensus existing there to the effect that is the government of Québec which should have full responsibility for social development and the work force. There was strong disapproval of present federal government interventions in areas of provincial jurisdiction and of its future intentions. We would also stress that the need for the federal government to take into consideration Québec's needs and aspirations was brought to the attention of the Committee by groups and individuals coming from provinces other than Québec.

Far from reflecting this state of affairs, the majority Liberal report conceals it in what could be described as petty fashion. Placing in contradiction two groups from Québec – the Comité intersyndical de Montréal and the Coalition des aînés et aînées du Québec – on the subject of the role of the federal government in the area of the imposition of national standards, is a procedure which borders on dishonesty. The Québec consensus on this subject could not be clearer: **Quebecers do not want to have national standards imposed by Ottawa in areas which belong to the provinces.**

It is faced with this persistent refusal to accede to Québec's requests that more and more Quebecers are coming to the conclusion that only sovereignty will permit us, finally, to be responsible for our future and to fashion it to our desires. This recognition of Québec requires going further than a simple debate over the decentralization of certain administrative functions assumed by the federal government, or the setting up of shared offices.

1.7 EMPLOYMENT SERVICES AND EMPLOYABILITY

“The paper is focused on adjusting individuals as if they are both the sole cause and the solution to the problem of widespread unemployment. It’s definitely a supply–side analysis.” Patricia Armstrong, Head, School of Canadian Studies, Carleton University, Ottawa, October 27, 1994

The majority of the participants stressed the fact that they shared the overall diagnosis concerning the evolution of the job market over recent years. On the other hand, as we contend, several of the directions and proposals advanced are in contradiction with this diagnosis, as are certain of the recommendations contained in the majority report. Certain witnesses commented, in fact, that the diagnosis was progressive in orientation, but the solutions themselves were conservative!

To start off with, it should be noted that the use of the word employment as the title of a section of the Green Paper is quite inappropriate and only serves to disguise the absence of any strategy of job creation. En effect, that section deals primarily with employment services, unemployment insurance, training and child care services and with the adoption of flexible working conditions to assist parents. Thus the accent is not placed on the development of employment but, as the Minister of HRDC stated before the Committee: “This document therefore puts the emphasis on the means used to increase employability.”

The Green Paper and the Minister’s remarks make training the general panacea and the answer to all our problems. The Minister would be well advised to listen to all those who have asserted, like the Canadian Labour Force Development Board, an organization established by the federal government to advise it in this matter, that: “Not all the unemployed and those on social assistance need training. We simply have to admit that in Canada, more people want to work than there are jobs. It is useless to force training on people. In any case, we are quite simply not able to train at the same time all the unemployed and the people on social assistance.”

Moreover, as the Caledon Institute noted: “Imposing conditions involves a considerable administrative load. In our opinion, it is not only bad policy but it is also expensive and entails a heavy administrative burden.” We are therefore happy to note that the majority report recommends that the Minister abandon his approach of making participation in certain activities obligatory in order to be entitled to benefits, whether it be unemployment insurance or social assistance.

This obsession by the government with blaming the unemployed, making them responsible for their own fate, hides the real questions. The main problem is the scarcity of jobs. In proposing employability as the miracle solution, the Minister is losing sight of the whole significance of having a job market policy integrating supply and demand.

Forgetting its own diagnosis regarding the evolution of the job market, the Green Paper dares to suggest: “The best form of security is to have a job.” As was recently acknowledged by the President of the United States in his State of the Union message, the current style of economic growth no longer permits a large number of workers, and even families with two sources of income, to live in dignity and to receive a fair return for their hard work. That is why he is proposing an increase in the minimum wage.

In the Green Paper, the absence of any reflexion concerning those other aspects of a job market policy, such as the minimum wage, working conditions, employment standards .., and even a consideration of the nature of work as such in our society now and in the future, demonstrates the total absence of vision on the part of the government. The recommendation of the majority report to set up an income supplement program for low-income families with children is certainly useful, but insufficient. In fact, thousands of full-time workers will continue to earn insufficient income, placing them below the poverty line.

Furthermore, as the Canadian Labour Force Development Board states: “We have to integrate the efforts at job creation with the efforts aimed at encouraging independent work, with training and plans for the economic development of the communities.” This notion of integration, to which we will return later, is essential. Yet the federal government, instead of working in this direction, is moving backwards.

In effect, as of April 1, 1995, HRDC intends to unburden itself of the administration of the community development program, in favour of government regional development organizations, such as the Federal Office of Regional Development – Québec. Such decisions rival the strengthening of the employability aspect, in terms of the major preoccupations of HRDC, thus detaching it even further from the reality of local business and job markets.

In addition, it has often been stressed that the fact of establishing eligibility criteria for the various services and programs, particularly in the area of training, in terms of status as a beneficiary of unemployment insurance or social assistance, had the result of stigmatizing the clients of those programs and services. This approach also excludes a large number of the unemployed who do not receive training program benefits. It particularly penalizes women who want to enter or return to the job market after a long absence.

This approach also prevents the establishment of an efficient and universally accessible training system, where training needs would be assessed, not in terms of the places available and of status, but rather in terms of the characteristics and desires of the individual, while taking into consideration the needs of the job market.

In order to accurately assess those needs, the information and overview services concerning the job market play a crucial role. But once again, the appropriateness and the quality of those services increases greatly when they adequately reflect local needs. Extraordinarily, the centralizing faith of the Liberal majority goes so far as to elicit the following comment:

“There is a natural role for the federal government in ensuring quality labour market information. This is consistent with its mandate for economic prosperity, the maintenance of a Canadian labour market, and the development of a mobile, flexible and skilled workforce.”

As for employment services, we subscribe to the following opinion:

“Elimination of unnecessary duplication and overlap should be the principle to guide reform of these services. The role of the Canada Employment Center needs to be completely rethought; to date, they have consistently failed to deliver the services in a way that is effective or useful for their clientele. Perhaps it is time to consider consolidating full responsibility for employment services at the provincial level and transferring real control of training and possibly even UI to labour and management.” **Leon Muszynski**¹

We would point out that, paradoxically, the government, in its Green Paper and its information document, is very critical concerning the effectiveness of its own employment services. This situation will not be corrected by the shared office model that it proposes. It is worth remembering that the former Prime Minister of Québec, Daniel Johnson, a staunch federalist, had refused to sign a proposed agreement based on the single window offices model, describing it as a “cut—rate agreement”.

Paradoxically, and despite the fact that the administrative costs related to overlaps and duplication have been estimated at more than \$250 million by the former government of Québec, the federal government still refuses to satisfy Québec’s demands in this respect. Yet, this is one area where the fight against the deficit should take place.

1.8 Unemployment insurance

The proposals concerning the changes to the Unemployment Insurance Program have been categorically rejected. We are therefore satisfied to see that the majority report does not adopt the proposals put forward in the Green Paper, particularly the proposal aimed at establishing eligibility on the basis of family income, which would have been so harmful to the family independence of women.

³ Leon Muszynski (1994), “Prosperity and Fairness for Canada”, *A New Social Vision for Canada? Perspectives on the Federal Discussion Paper on Social Security Reform*, Keith Banting and Ken Battle (ed.), Ontario School of Policy Studies, 140 p.

On the other hand, we firmly oppose the recommendation of the Liberal majority to further restrict eligibility for the Program and to reduce the benefits, more specifically, the rate of reimbursement. The majority report is thus hoping that the government will continue the work undertaken by the Conservatives in the early 1990s and denounced by the Liberals. What an amazing reversal of position!

It is certain that this recommendation by the Liberal majority will be strongly denounced. Young people – who should face spectacular increases in school fees as a result of the federal government's intentions – are, according to the Liberal majority, a favoured target. **The Bloc Québécois is fiercely opposed to the idea that young people, whose futures are already far from rosy, should be the scapegoats in the fight against the deficit.** They can certainly not be held responsible for the state of federal public finances. In proposing that new workers should be required to have longer work periods than others in order to be eligible for unemployment insurance, the Liberals are exercising systemic discrimination with regard to the young, and with this type of recommendation, women who return to the labour market after a long absence could also be penalized.

As we demonstrated at the beginning of this document, the Unemployment insurance system has been under attack since the early 1990s. It has become the “milch cow” of the government in its fight against the deficit. In fact, the very significant restrictions regarding eligibility and benefits are designed, not to lower contribution rates, but to penalize beneficiaries and, above all, to permit the government to transfer the financing of a whole series of measures (benefits based on regional unemployment rates and developmental uses) from the Treasury Board to the Unemployment Insurance Account.

The series of restrictions imposed on the Program have contradicted the statements to the effect that would adapt and that they would work longer. The significant increases in the numbers registered for social assistance following on these changes demonstrate the preconceived views and the lack of understanding on the part of federal political authorities concerning local job markets. These cuts have thus greatly increased provincial budgets allocated to social assistance.

In order to finance its developmental uses and its interference in areas of provincial jurisdiction, the federal government has not hesitated to transfer the costs to the provinces, and that the expense of those in the greatest need.

Incidentement, c'est le Bloc Québécois qui tout au long des consultations a clairement et régulièrement illustré les conséquences des mesures incluses au budget de 1994. Les chiffres du tableau 2, tirés d'un document interne du DRHC, indiquent sans ambiguïté les

conséquences pour les Maritimes — qui ont pourtant fortement appuyé le Parti libéral lors des dernières élections — et le Québec, et cela pour seulement une année.

TABLE 2

Provinces de l'Atlantique	630
Québec	735
Ontario	560
Provinces de l'Ouest	430

The abusive use of the Unemployment Insurance Program in order to interfere even further in areas of provincial jurisdiction is a perversion of the Program. The federal government is clearly going beyond the bounds of its constitutional responsibility in the matter of unemployment insurance and is seriously stretching the elastic as the following statement by the Liberal majority indicates:

“The intervention of the federal government concerns primarily the development of a competent and mobile workforce, able to contribute to economic growth, and arises out of its constitutional responsibility in the area of unemployment insurance.”

Since 1986, the federal government has included the operations of the Unemployment Insurance Account in its current operations. This approach is of doubtful validity, particularly since the government no longer contributes to the financing of the Program. Thus according to the Canadian Institute of Actuaries and to various other intervenors, the present mechanism falsifies the government's budgetary results, given that the Unemployment Insurance Program is entirely self-financed.

“We found there is much confusion. When there is a deficit in the UI program — this is a deficit to government general account — we see it more as an account receivable, because that deficit is fully repaid over time by workers and employers. It's a loan from government to the UI program or vice versa. We feel it would be more appropriate that it be presented in the government account as an account receivable, not as a deficit.” **Jean Sasseville, Institut canadien des actuaires, Ottawa, 26 octobre 1994**

The changes made to the Program since the early 1990s undermine, financially and politically, that system and destroy, in a way that is hardly credible, one of the foundations on which Canada was built — inter-regional solidarity.

As was also stated before the Committee, the structure of the Program financing can encourage employers to increase their use of part time employment (less than fifteen hours a week) and of overtime.

Moreover, as we have mentioned above, we agree that the fact of associating eligibility for these programs and services to the status of beneficiary is unfair, ineffective and stigmatizes the clients. What is also paradoxical is the fact that the workers – through their contributions to unemployment insurance – are obliged more and more to finance programs reserved for the unemployed, particularly training programs, while they themselves often receive no training from their employer. To make matters worse, as the majority report reminds, several studies have shown that in actual fact the payments made by the employer – in this case, unemployment insurance contributions – are taken into consideration in the determination of salaries. In other words, workers are effectively the only ones to contribute.

As a result, the direction proposed by the Liberal majority: “It would also be possible, in the long term, to modify the Unemployment Insurance Program in order to use it for new purposes, in the spirit of the changes proposed in section 5, entitled “Investing in Human Capital“, is totally unacceptable. Besides opposing a lowering of the contribution rates – discrediting even the statements made by the Ministers of Finance and of Human Resource Development concerning the effects of such a decrease on job creation – in order to finance more developmental measures, thus more interference, the Liberal majority hints that the Unemployment Insurance Program could eventually serve to finance initiatives in the following areas: training; networks of information on the job market; literacy training; sectorial boards; post-secondary education (assistance to students); research infrastructures; services to the handicapped ..., all the areas covered by section 5 entitled “Investing in Human Capital“.

Penalizing the unemployed, making workers and employers pay and using the Unemployment Insurance Account as a “milch cow” – that is the federal strategy in order to hide the real costs of its insatiable thirst for centralization and for interference and its inability to achieve administrative efficiency: remember that the extra costs associated with the presence of two networks in Québec are in the order of more than \$250 million.

Above all, it must not be forgotten that the apparent difficulties of the Program are due to all these manipulations. This year the Account is going to register a surplus of \$2.7 billion, according to the latest estimates that we received from HRDC. Over the course of almost two years, the Account will have paid out nearly \$6 billion to reimburse its cumulative deficit. There should therefore be no question of letting the Account achieve significant surpluses. In effect, as long as the government does not modify the reporting rules of the Account in order to make it more transparent, those surpluses would only serve to mask government negligence and to permit it to artificially attain its objectives concerning the deficit.

1.9 Learning

“But it is clear that the federal government still does not have a credible strategy for improving training in Canada.”

“Based on the evidence from international experience, specific programatic interventions are probably less important than the creation of a credible and effective system for delivering training [...] This is because the needs of individuals, firms, regions, and the myriad of other actors involved in training are too varied to benefit by a single programmatic structure.” **Leon Muszynski**²

« Les chevauchements de services et de programmes en éducation, particulièrement en formation professionnelle, constituent des coûts inacceptables à l'heure où le gouvernement fédéral s'apprête à sabrer une fois de plus dans le régime d'assurance-chômage et à rendre conditionnelles les prestations d'aide sociale au nom de la réduction de la dette publique. On voit mal comment l'établissement d'un guichet unique peut à lui seul résoudre le fouillis légendaire en formation professionnelle et en développement de la main-d'œuvre. » **Diane Laberge, directrice générale, Institut canadien d'éducation des adultes, Ottawa, 31 octobre 1994**

«Like others, we've recognized that training helps make individuals more competitive in the labour market, but training does not create jobs, except for trainers. Training must be rooted in community experience and knowledge of the local labour markets and must be tied to the actual job creation that is or can occur at the local community level.» **Michael Goldbert, Social Planning and Research Council of British Columbia, Vancouver, November 16, 1994.**

« Le gouvernement fédéral a joué, et ce depuis plusieurs années un rôle actif en matière de formation professionnelle. Cependant, étant donné l'urgence d'apporter aux activités de formation les changements requis pour répondre aux besoins nouveaux des entreprises, nous affirmons que ces remaniements en matière d'éducation et de formation professionnelle peuvent être mieux ciblés et pris en charge par les provinces qui sont responsables de l'éducation et de la formation. » **Québec Chamber of Commerce, December 6, 1994.**

What more is there to say? Whether it be from the point of view of the effectiveness of the interventions or of respect for provincial jurisdiction or from the point of view of the need to eliminate the costs associated with the overlaps and duplication, it is evident from the testimony heard, both from experts and from workers in the field, that the federal government must leave to the provinces all interventions in the area of education and training. That way, the provinces could embark upon a complete integration of the activities for which they have constitutional responsibility and adapt them to local and community circumstances.

“What could be done to make the government's effective, but largely indirect role more effective?” That is the question put by the government in its document on the subject of

³ Leon Muszynski (1994), “Prosperity and Fairness for Canada”, *A New Social Vision for Canada? Perspectives on the Federal Discussion Paper on Social Security Reform*, Keith Banting and Ken Battle (ed.), Ontario, School of Policy Studies, 140 p.

the acquisition of skills. Well, we would give the categorical answer that the solution exists and that it consists of the withdrawal of the federal government – with full financial compensation for the provinces – from the area of skills learning (education, training, apprenticeship, study/work alternation ..)

Post-secondary education

The “new approach” advocated in the Green Book concerning the financing of post-secondary education arises, so they say, from a desire to respond to criteria regarding the cleaning up of public finances, set by the federal government and dictated by foreign investors. It goes without saying, however, that this overly restrictive vision, reduced to its simplest expression, will have harmful repercussions on the socio-economic living conditions of Quebecers and Canadians and, above all, on their prospects for the future. Such a statement was heard on many occasions by differing witnesses at the Committee hearings and the “new approach” in respect to post-secondary education did not escape this criticism. During the consultation process, more than 90% of the participants from the education sector strongly opposed such an approach.

Financing established programs

“The National Assembly expresses its support for all intervenors in the education sector in denouncing the cuts contemplated by the federal government in the area of post-secondary education and demands the tax points corresponding to the transfer payments presently made to Québec in the area of post-secondary education.”

The financing of established programs, mainly the post-secondary education sector, represents a choice target for the federal government in its budgetary cuts and this has been the case since the mid-1980s. In short, the financing of the established programs in the area of post-secondary education has been subject to numerous restrictions, resulting in a reduction of the financial freedom of movement on the part of the provinces.

The “new approach” worked out by the federal government with respect to the financing of post-secondary education consists, once again, of making significant budgetary cuts. In fact, the federal government is about to eliminate monetary transfer payments to the provinces in the area of post-secondary education, starting in 1996–1997. That proposal will involve a loss of more than \$2 billion for the provincial treasuries. Including the special abatement, Québec alone will see its revenues diminish by almost \$700 million. The federal government justifies its option by insisting on the fact that the monetary transfer payments to the provinces

will disappear, in any case, ten years from now and that it is therefore important to find a solution to counter that tendency.

The federal government proposal is therefore following the process initiated by the Conservative government, which consists of bringing about significant cuts in the transfer payments with the sole – declared – objective of reducing federal expenditures. It justifies that tendency by the fact that Canada is already investing proportionately more than any other industrialized country in post–secondary education. What one has to remember is that, at a time when economic competitiveness is more and more tied to the quality of human resources, Canada is the country, after the United States – – where a large part of the financing comes from the private sector – – where one of the highest rates of attendance at post–secondary studies is to be found. Could the undeclared objective of the government be to lower the school attendance rates?

Financial assistance to students

The “new approach” provides for transferring to the system of student loans a part of the savings made pursuant to the elimination of monetary transfer payments. With this proposal, the federal government will no longer finance the post–secondary education establishment through the medium of the provinces. According to the Discussion Paper: “According to the options outlined in the preceding chapters, a larger proportion of the federal assistance under the heading of post–secondary education could, in the future, be directed towards the students”. Direct financing of the colleges and universities would henceforth be proportional to the number of students enrolled in those establishments.

For the purpose of minimizing the impact of the increase in tuition fees brought about by the elimination of monetary transfer payments to the provinces, the federal government proposes to establish an extended loan or study voucher. Loans would be granted to all those who made application to enter post–secondary education; they will be eligible without having to show the need for such financial assistance. The study voucher would only be used to pay tuition fees and would not be subsidized, that is to say that the federal government would not pay, during the student’s training, the interest calculated on the debt to be reimbursed.

Such a measure is not necessarily in agreement with the first principle of financial assistance to students: respond adequately to the needs of those who depend on financial assistance in order to pursue further studies.

Still according to Minister Axworthy’s proposal, the study voucher or extended loan, which could be accompanied by a subsidized loan in accordance with the financial needs of the

students, would be used to defray living costs such as lodging, food, books and additional fees. The government raises the possibility, however, that a student might have recourse to only one of these study loans, thus reducing his or her indebtedness. But with the considerable increase in tuition fees, students in need will have no choice but to use both types of loan. Student indebtedness will thus attain unprecedented heights.

For the purpose of augmenting the financial capacity of students who will have to absorb the new increases, the government contemplates using RRSPs to finance studies. This formula involves various disadvantages and raises a number of questions. First of all, how can one seriously envisage the use of RRSPs by regular, full–time students when the great majority of them do not yet have RRSPs or simply do not have the means to save?

The reform proposes, however, that the parents might use their RRSPs in order to finance their children's studies. How can one, yet again, ask the middle class to dip into the savings acquired as a result of several years of restraint? What about those who come from disadvantaged backgrounds and who can scarcely provide for the basic needs of their families? Can they invest in a RRSP? If they own one, can they run the risk of using it to finance their children's studies, to the detriment of a financially secure retirement? Is there not a risk in more or less forcing adults who return to school to their their RRSP, if they have one, for two or three consecutive years?

The federal government proposes the introduction of loans reimbursable in accordance with revenue in order to minimize the impact of the indebtedness of students resulting from the dramatic increase in tuition fees, which will come into effect with the application of the reform. A loan scheme intended to facilitate the reimbursement of the student loan.

“In effect, the Income Contingent Repayment Loans (ICR) seem to be designed more to justify an increase in tuition fees than to really help students. The ICR appears to be a new means whereby the federal government can shake off its responsibilities towards young people”
Presentation by the Fédération des étudiants et étudiantes de l'Université d'Ottawa, p. 7

As proposed, and bearing in mind the significant increase in tuition fees as soon as the reform comes into effect, this method leaves several students' associations and the Bloc Québécois MPs sceptical as to the possibility of limiting the negative effects of an unprecedented increase in tuition fees.

“The ICR only solves part of the problem, the method of reimbursing the loan. It in no way reduces the problem of indebtedness, of the impact of a potentially high indebtedness on the decisions of young people to continue their studies or to drop out.”**Presentation by the Fédération étudiante universitaire du Québec, p. 7.**

What is more, still according to the Discussion Paper: “..any new federal approach to student loans should be carefully integrated in the existing programs ...” In other words, the exemptions from interest and the deferred subsidies allowing a reduction in the principal amount of the loan will be subject to the conditions provided for in Bill C-28, adopted in the spring of 1994. Moreover, the government states there right at the start that: “.. in order that the program should be viable, it must start from the premise that the majority of students will repay their debts.”

Access to Higher Education

The majority report explicitly confirms that increases in tuition costs are now an unavoidable consequence of the elimination of cash transfer payments to the provinces. How can the provinces react otherwise to a shortfall of over two billion dollars in the provincial public treasury? This is all the more true since the provinces have had to face budget cuts from Ottawa in the area of post-secondary education, thus reducing their manoeuvring room during the course of the past ten years. Minister Axworthy has shown no scruples when stating that the reform will not have any impact on tuition fees, except if the provinces decide otherwise.

According to the Association of Universities and Colleges of Canada, the increases in tuition fees will reach at least 100 percent from day one of the reform. This estimate was confirmed by civil servants from the Human Resources and Finance Departments.

“Only 3% of four-year public colleges in the United States charge tuition in excess of \$5,000 a year. It should be noted that while fees in most private institutions in the U.S. are above \$5,000, relatively few students actually pay the full fee.” **Claude Lajeunesse, Association of Universities and Colleges of Canada, November 1st, 1994**

On close examination of table 2 of the background document *L'apport du gouvernement fédéral à l'enseignement postsecondaire*, we can see that as soon as the reform proposals are implemented and tuition fees increase, seven Canadian provinces will have tuition rates of at least 5 000 dollars annually, including various associated fees.

This sudden increase will have several certain effects on access to higher education, contrary to what is stated in the green paper. Many witnesses expressed their misgivings on this subject during the Committee hearings.

“Rather than opening the doors and making the system more accessible, you'll make the system less accessible to people from lower-income families who, for sociological reasons — perhaps not in the imagination of economists, but for sociological reasons — are much less likely to want to take out a big loan to pay for education, particularly if they don't have a tradition in their

families of going to university.” **Paul Browne, Research Associate, Canadian Center of Policy Alternative, October 27 1994.**

The governmental proposal to provide more generous loans or study vouchers in order to minimise the impact of tuition fee increases will have the effect of increasing a student's indebtedness since interest on such loans will accumulate for many years during and after the student's education. The effects of increased loans along with subsidized loans will have a deciding impact on many students. What good is the majority report's proposal to provide supplementary financial assistance in the form of bursaries for low-income students when the spectre of their indebtedness, resulting from increased loans as well as subsidized loans, would take on disproportionate and uncontrollable proportions that would in effect determine the student's choice whether to pursue higher education. The objective of such bursaries would thus be nullified: provide for financial assistance while minimizing student indebtedness. This potential debt trap will put an end to the aspirations of students who would want to pursue their university studies.

“When the student's choice is limited by the spectre of massive indebtedness, accessibility is influenced in many ways.” **Canadian Federation of Students, November 4, 1994.**

Furthermore, according to a study conducted by the Secrétariat de la jeunesse du Québec, “the main reason for dropping out of post-graduate studies is the inability to pay for the studies.” Students will certainly think twice before signing for a debt that will last a lifetime, since it is clear that this debt could double, or even triple, as interest is added over the 10, 15 or even 25 years that the debt is being repaid. The spiral of university and college fees over the last few years, which is a direct result of continuing cuts in budgetary expenditures made by the Federal Government in the area of post-secondary education, is now giving rise to disquieting effects. For example, in Québec alone, 766 students were forced into bankruptcy in 1993–1994. Moreover, university enrolment in Québec fell three percent at the beginning of the 1994–1995 school year.

“We're convinced that the concept of accommodating the deficit reduction imperative — the necessity for which we nevertheless understand — by requiring those whose effective education and training is absolutely critical to the future of our country to shoulder personally more of the financial burden is intrinsically wrong and ought to be rejected.” **Art Knight, President and Chairman, Saskatchewan Institute of Applied Science and Technology, 24 november 1994.**

How can we ask a student to take on a debt of \$ 20 000, before interest, to complete an undergraduate degree when the labour market only offers young graduates jobs that are unstable, precarious and poorly paid, which makes it all the more difficult to repay their university debt? According to the Conseil canadien du développement social (Données de base sur la pauvreté au Canada — 1994), “the number of poor families with a high education

level is increasing rapidly: in 29 percent of all poor families, at least one person has a post-secondary diploma, double the rate of ten years ago.” How can anyone seriously suggest that “In a more practical way, Canada’s economic prosperity can be attributed in large part to Canadians’ relatively general access to post-secondary education” (majority report, p. 140), when at the same time the Federal Government is putting even greater obstacles in the way of those wishing to pursue their education.

“To state that our society of tomorrow should put the emphasis on knowledge is to recognize an important contemporary truth. But we must go beyond the stage of good intentions, however altruistic they be, and start taking concrete action.” **Brief of the Association des cadres des collèges du Québec, p. 17**

With the upcoming increases in tuition fees, it becomes clear that education vouchers, subsidized loans, access to RSVPs accounts, and repayment based on income cannot collectively ensure that underprivileged students have access to higher education. How can it be claimed that the reform aims at facilitating access to higher education and improving Canada’s international competitiveness?

The Bloc Québécois Members of Parliament believe strongly that the Federal Government is capable neither of correcting the errors of its current policies nor of seriously considering the reform of social programs on their merits. Instead, the Government persists in considering social policy reform as a means to achieve its stated budgetary objective, regardless of the disastrous consequences that severe cuts will have.

“Undermined by budgetary imperatives that drive the planned reform, the credibility of the reform is also, in our view, heavily mortgaged by its extremely restrictive vision of the role, the mission and long term goals of education.” **Brief submitted by the Fédération québécoise des professeurs et professeures d’université, p. 6.**

Recherche universitaire

Tel que mentionné auparavant, en éliminant les paiements de transfert en espèces aux provinces, le gouvernement fédéral ne subventionnera plus les universités par l’entremise des provinces. Cette situation aura pour conséquence d’accentuer le problème déjà inquiétant du sous-financement de la recherche universitaire et des fondations fragiles de son infrastructure. Qui plus est, les compressions budgétaires à répétition effectuées par le gouvernement fédéral au cours des dernières années dans la recherche universitaire par l’entremise des organismes subventionnaires, ont ébranlé sérieusement la capacité de recherche.

« Cette infrastructure a déjà souffert des répercussions de plus d’une décennie de contraintes budgétaires imposées dans tout le pays. Nous en arrivons donc à nous demander si le

gouvernement fédéral est prêt à accepter la responsabilité de la dégradation de nos efforts de recherche et, par voie de conséquence, de notre compétitivité. » **Claude Lajeunesse, Association des universités et collèges du Canada, 1^{er} novembre 1994**

Afin de remédier à cette situation, le rapport majoritaire a fait preuve « d'imagination » et propose que le gouvernement fédéral « envisage des mesures pour continuer d'aider la recherche universitaire ». Le gouvernement fédéral envisage-t-il d'établir un fonds spécial d'aide à la recherche pour déterminer seul les critères et les standards de recherche tout en écartant les provinces, ou son aide n'est-elle qu'une pure fiction pour mener son patient à l'agonie ? De quelle façon les universités pourront-elles améliorer l'infrastructure de recherche nécessaire à la création de liens avec les entreprises privées ? Si l'infrastructure de recherche universitaire canadienne est incapable de s'ajuster aux standards de qualité et aux nouvelles technologies, les entreprises privées n'auront d'autre choix que de tisser des liens à l'étranger. De quelle façon les universités éloignées des grands centres pourront-elles attirer les capitaux leur permettant de développer leur capacité de recherche ? Comment les universités pourront-elles se maintenir à la fine pointe des nouveaux horizons du savoir si elles n'ont pas la capacité financière d'oeuvrer autant dans la recherche fondamentale qu'appliquée ? Surtout qu'en période de compressions budgétaires, l'octroi des subventions accordées à la recherche appliquée s'effectuera encore plus au détriment de la recherche fondamentale.

« Un collègue et un humaniste de l'Université de Victoria, M. Gordon Shrimpton, a fait la réflexion suivante. " Si l'on avait complètement cessé de faire de la recherche fondamentale pour consacrer tout son temps à diverses formes de recherche appliquée au tournant de ce siècle, les scientifiques seraient toujours en train de faire des essais pour essayer d'améliorer la roue du chariot en bois ". » **M. Ehor Boyanowsky, président, Confederation of University Faculty Associations of B.C.**

Le gouvernement fédéral semble oublier également que la recherche effectuée dans les universités permet de former et de préparer adéquatement les étudiants des 2^e et 3^e cycles. La participation de ces étudiants à un groupe de recherche leur permet de se familiariser autant à la gestion et à la réalisation d'un projet qu'au savoir acquis au cours de la recherche. C'est là un élément important de la formation d'un étudiant gradué. De plus, la participation à ces groupes permet aux étudiants de côtoyer les experts qui oeuvrent dans leur secteur de spécialisation, de participer à des séminaires avec ces mêmes spécialistes et enfin, de tisser des liens qui pourront leur être utiles dans leurs recherches d'emploi ultérieures. Le gouvernement fédéral est donc en train de saborder plusieurs aspects de l'éducation postsecondaire dans l'unique but d'effectuer des compressions budgétaires.

1.10 INCOME SECURITY AND SOCIAL SERVICES

The proposals concerning income security and social services that stemming from the green book, the background documents and the majority report are all part of a series of broad

modifications being made by the Federal Government that aim at transforming their indirect involvement into exclusively programs that would be exclusively federal in nature. This major transfer of jurisdiction is based on a wide-ranging review of the Canada Assistance Plan and on a substantial extension of federal tax benefits and income supplements.

Child Tax Benefits and Income Supplements

The majority report proposes to substantially increase the federal income supplements program along the lines suggested in the Government's discussion paper. The report also recommends that the federal child tax benefit program be broadened in order to allow for the creation, with the support of the provinces, of an integrated tax benefit system pour low-income families.

In general, the social and economic objectives of these two federal programs are highly commendable. Since the beginning of the 1970s, both levels of government, at times in collaboration, have made considerable efforts to try and find solutions for what is often called the "poverty trap." The generally accepted way to avoid this trap is to permit low-income families to keep a decreasing share of social assistance or income supplements when members are re-integrating the work force. The idea of encouraging reentry into the work force by discounting a portion of increased income has been well received in Canada as well as in other countries. In fact, several provinces have instigated programs along these lines, notably Québec with its SUPRET program, subsequently replaced by the APPORT program.

Well aware of the harsh disincentives that are still part of our social security programs, the Bloc Québécois Members of Parliament fully subscribe to the principle of work incentives that underlies these programs.

However, when seen from an historical perspective and taking into account the current structure of our social programs, the proposals of the majority run the risk, in the long run, of transferring jurisdiction to the Federal Government and arbitrarily dividing responsibility for income security policies.

The jurisdictional and constitutional problems that arise with these reform proposals stem in large part from the confusion surrounding the very nature of the Canada Assistance Plan. In effect, the CAP intervenes by way of legislation into the area of social affairs by allowing the Federal Government to finance part of the expenses assumed by the provinces and their municipalities for social assistance and services, areas of responsibility that lie outside the legislative powers accorded by the constitution to the Federal Government. Thus, the CAP is not a shared-cost program but rather a means by which the Federal Government pays certain program costs by resorting to its spending power in areas where it has no legislative authority.

This having been said, the structure of the Canada Assistance Plan implicitly recognizes that its purpose is fully within provincial jurisdiction because, had the Federal Government been able to directly intervene in the areas of income security and social services, it would most certainly have chosen direct intervention instead of influencing these programs in a roundabout manner which only provides for minimal political visibility and ineffectual control of social policy.

It would appear that the Canadian Government no longer wants to content itself with providing financial assistance to provincial efforts in this area and thus is ascribing apparently unsolvable social problems to the Canada Assistance Plan. The Government then invokes the impossibility for the PAC to share the costs of provincial income security and social service programs targeted at low-income families. For example, Québec's SUPRET and APPORT programs have never been part of the CAP since these programs do not employ a "needs test" in order to evaluate the eligibility of applicants. Besides, the majority report adopts the discussion paper's argument according to which the provinces are greatly hindered in their struggle against poverty by the constraints established by the CAP.

"One problem is that CAP's restrictive provisions prevent federal funding from being used to support innovative provincial measures aimed at helping people make the transition from welfare to greater self-reliance. For many social assistance recipients, a low-wage job -- even a part-time one -- by adding to one's income can mean a sharp drop in assistance, including the loss of valuable dental, drug or disability-related benefits. Given the way welfare rates are structured, some families can be net losers if a parent starts back into the labour force with a low-paying job."

One would normally expect that the solution proposed by the majority report to correspond to the diagnostic and that "innovative" provincial measures should be financially encouraged by the Federal Government, by one of several means, such as a more favourable interpretation of the CAP, more generous parameters, or the establishment of a new cost-shared program. Even the discussion paper indicates that the reforms could go in this direction.

"A starting point might be for the Federal Government to change current CAP provisions that would make them more flexible and supportive of the kinds of initiatives provinces would like to take to reduce disincentives to work and to address better the needs of families with children.

Changes to CAP could in fact help to give provinces more latitude to pursue new priorities. They could tilt their social assistance and services more towards child development measures, such as enabling the delivery under CAP of nutrition programs. They could consider improving opportunities for persons with disabilities to be independent, with better access to and management of the supports and services they need."

As the authors of the discussion paper rather cynically write that "provinces had to consider the trade offs between innovation and continuing to receive CAP dollars. Even with the ceiling on CAP funding, more flexible rules could give the provinces room to innovate and implement changes that would improve services while saving money."

Are we to conclude from these comments that the Federal Government is invoking its own turpitude in order to better accuse the provincial programs of not responding today's needs and, consequently, direct federal programs must be extended to the point of swallowing up the provincial programs? In reality, the Canadian Government is only interested by the struggle against poverty to the extent that the new programs will be federal and those of the province can be absorbed by Ottawa.

In this manner, the proposed modifications contained in the majority report concerning tax benefits and income supplements would accelerate and finish off the transfer of legislative authority to the Federal Government that started at the end of the 1970s with the introduction of tax deductions for children. The tax benefit thus aims to address in part those fundamental needs of children (food, clothing, housing, and others) that are already provided by the provincial social security programs for low income families and for those with no incomes at all.

For this part of the population, the tax benefit would replace social assistance and any substantial increase of benefits to levels suggested in the green paper would have the effect of providing for all the fundamental needs of children. In this case, given that provincial expenditures for the same needs would no longer be shared with the Federal Government by virtue of the Canada Assistance Plan, the provincial governments will either have to continue to provide social assistance or simply abandon their jurisdiction in favour of the central government. It is easy to understand the importance of this radical change in the constitutional agreements in the social policy area.

Considering the changes in social policy over the past 20 or 25 years, the current and proposed federal tax benefits and income supplements would not necessarily constitute the great improvement that majority report wishes to read into them. In fact, these tax benefits were developed from the federal program of universal family allowances which was slowly transformed into an ever more selective program. In combination with other federal tax measures, these tax benefits completely lost their universality.

Besides, increases in the tax benefits will largely be financed by more narrowly targeting the clientele, or in other words, the maximum levels of tax benefits will in any case be considerably lowered. The abandoning of universality has forced many to conclude that federal policy in effect considers children to be much like any other consumer good.

Bien plus, « c'est à même ces chiches crédits accordés aux parents qui gagnent entre 25 000 \$ et 60 000 \$ qu'on veut financer l'aide aux " enfants pauvres ". »³

In this context, the often repeated suggestion of "getting kids off welfare" would appear to be somewhat ambivalent. During the national consultations, many witnessed voiced the opinion that child poverty can not be disassociated from family poverty and be treated in isolation:

"Children are poor because their parents are poor, because there are no jobs and there have been increasing restrictions on social services." **Marge Reitsma-Street, Director, School of Social Work, Laurentian University, Sudbury, November 28, 1994.**

Consequently, trying to ensure that the federal program pays that part of income security attributable to the presence of children in the family, while the provincial programs pay the part attributable to the parents themselves, only adds to the numerous difficulties of integrating and coordinating the overall system.

Social Services

The same attitude prevails in the area of social services. The capacity of the Federal Government to share the various costs of social services through the Canada Assistance Plan is not as limited as many lead us to believe. This is all the more obvious if we refer to the preamble which reminds us that one of the principle goals of the CAP is "the prevention and removal of the causes of poverty and dependence on public assistance" Faced with a Federal Government that has hindered provincial initiatives in this direction through a very narrow interpretation of the CAP, the authors of the majority report now awake to the necessity of developing a more modern set of social service programs. We are pleased to observe that the authors of the majority report realize both that the struggle against poverty is not simply a question of writing cheques and that all governmental programs must be structured in a complementary and interdisciplinary manner.

Obviously, the majority report takes this occasion to propose a dismemberment of the CAP in order to allow Ottawa to finance new initiatives according to a cost-sharing formula about which little is known except that the role of the provinces is more or less non-existent. As admitted in several places in the various discussion papers on social program reform, the essential part of the constitutional jurisdiction in the social sector belong to the provinces alone. The green paper itself recognizes that the "areas of social assistance and social services in within provincial jurisdiction."

³ Jean-Robert Sansfaçon, *Le Devoir*, 26 octobre 1994

We underline this in order to better indicate to the majority of the Committee's Members of Parliament that the integration and coordination of social security programs can only occur at the provincial level, unless the provinces accept to transfer all their social jurisdictions to the Federal Government. Such a move on the part of the provinces would very surprising in most of the cases .. and quite unimaginable in the case of Québec! Consequently, the Federal Government's stubbornness, in wanting to carve out its own jurisdiction where it has none, results in the incoherent development of social policies that are poorly adapted to the needs of our times. In reality, this centralizing imperative has considerably slowed down the evolution of social programs, often to the detriment of society's less well off. In large part, the problems that now confront us are caused by Ottawa's behaviour.

The Federal Government strives for a social policy role that the current constitutional framework forbids. However, if the Government really wants to play a useful and dynamic role in the area of income security and social services, it should transfer the necessary fiscal resources to the provinces which have the political capacity and energy to adopt more responsive programs, or else implement federal programs only in those provinces which prefer federal intervention.

PART II – QUÉBEC

2.1 SPECIFIC NEEDS OF QUÉBEC

Be it in areas of language, culture, law, social and economic structures or other specific objectives, the people of Québec want to take charge of their future. For over thirty years, the desire to take control of certain areas of jurisdiction has been at the heart of Québec's historical demands.

As early as 1965, at the federal–provincial conference on poverty, the then minister of Welfare, René Lévesque, clearly showed how all the various social and economic policies, which form a coherent whole, need to be coordinated and integrated. He stated that

“the Government of Québec is establishing a new social security policy which requires not only a reorganisation of the program that the government currently administers, but also the transfer of the federal programs which will only be effective when fully integrated – – or redefined – – with the other programs in a coordinated whole, well adjusted to the needs of the target group. Such an integration is in any case needed by the obvious requirement to consider social measures as being an integral part of our overall economic and social development policies.” **Government of Québec, Brief submitted to the Conférence sur la pauvreté, Ottawa, December 7 to 10, 1965.**

In this brief, the Government of Québec defined its social and economic development policy as one that “takes into account, in a coherent manner, a social policy, a regional development policy, a labour policy, a health policy, a housing policy and a professional training policy.”

Almost prophetically, the Government of Québec concluded its brief thus: “Without forcibly contradicting it, this global policy will not necessarily correspond, in its overall spirit and concrete application, with the preferred policy of the Government of Canada.”

For over thirty years, the Federal Government has consistently refused to agree to these legitimate and reasonable demands from Québec. During that same period we have instead witnessed the continuing intrusion of the Federal Government into these areas of provincial jurisdiction by virtue of its spending power — as the majority report also judiciously reminds us — in spite of the formal division of constitutional responsibilities.

“Lastly, this reform is, in fact, an attack on provincial jurisdiction. Although it claims to recognize areas of provincial jurisdiction, the government seems to want to impose national standards in education and social security.” **Diane Laberge, General Director, Canadian Institute of Adult Education, October 31 1994.**

Once again history repeats itself. With the overall objective of making drastic cuts in the social programs, the green paper is also a transparent attempt by the Federal Government to gain control of provincial responsibilities. From this perspective, the direction and initiatives of the green paper are thus similar to those already undertaken by the Federal Government over the past several years. In certain respects, the Federal Government clearly reiterates, in the green paper, the government’s intention to take full control of certain areas of provincial legislative jurisdiction.

In other words, the Federal Government intends with this reform to centralize everything in Ottawa in order to be able to inflict its diktats on the provinces. In certain cases, the Federal Government would even be pleased to ignore entirely the province in order to establish direct partnerships with the private sector as well as with local communities and organisations.

Considering the current and future needs of Québec, it is clear that the Government of Québec can not engage in discussions on the basis of these reform proposals because they are contrary to its fundamental interests.

2.2 THE QUÉBEC CONSENSUS

“These measures essentially concern professional training programs, apprenticeship structures and programs for job creation and manpower re-training. The Association des manufacturiers du Québec has clearly indicated that these active measures should be within the provincial government’s responsibility and that the corresponding federal budgets for manpower training should be repatriated to Québec.” **Association des manufacturiers du Québec, December 1994.**

“However, by launching this debate on social program reform, the federal government confirms our fears with respect to constitutional matters, i.e. that the present team in Ottawa holds a deep desire to make Canada into a highly centralized country.

This desire, which can be seen throughout Minister Axworthy's Green Book, challenges the will of a majority of Quebecers, and we in CEQ, CNTU and FTQ firmly believe that, only when the government of Quebec will take back the full power to use all economic, social and cultural levers, will we be in a position to create an environment where the full potential of the Quebec society can be realized." **The CEQ, the CSN and the FTQ, Ottawa, November 4 1994.**

In spite of the strong consensus in Québec of all business, labour and communal organizations and the Government of Québec, the Federal Government still refuses to withdraw from the area of manpower training, including education and professional training. Unable to respond positively to this demand, the Federal Government is presenting yet once again a reform proposal that contradicts and runs counter to the ongoing policy objectives of the Government of Québec. This federal obsession is such that even the Liberal Party of Québec felt obliged, at its January 1994 General Council meeting, to condemn the Axworthy reform and to demand that the Federal Government completely withdraw from this sector, with full compensation for Québec in the form of tax points.

In Québec, we are no longer at the point of simply discussing the virtues of concerted action by the various stakeholders and the need to involve local communities. We have practised this for several years.

The October 1994 election of the Parti Québécois as the new Government of Québec will facilitate the mobilization of the many stakeholders in order to prepare two important round tables in early 1995, one on employment and the other on education. Moreover, one of the Government of Québec's political priorities is regionalization and decentralization, which are being developed in cooperation with the relevant partner organizations.

Unfortunately, this formidable movement cannot fully flower because many of the essential economic levers are not held by Quebecers. Thirty years later, the brief submitted by the Government of Québec by René Lévesque himself remains fully relevant.

From the viewpoint of Quebecers, a strategy based solely on employability is clearly condemned to failure. Quebecers are well placed to testify to this since this strategy was tried by the previous Québec government. As the Conseil québécois de développement social underlined, "In Québec, the introduction of training, professional orientation and salary replacement programs as part of a global income security policy had not helped in reducing the unemployment rate [...] Thus, recent evaluations of these programs indicate poor results in the area of labour market entry."

Contrary to the Federal Government, which has consistently ignored its main election promise, the Government of Québec has indicated that it fully intends to develop and implement a coordinated employment strategy with its partner organizations.

The developing Québec strategy is, in many ways, in contradiction with the reform proposals that were discussed during the Committee hearings in the other provinces.

We now know that Canada is incapable of satisfying Québec's urgent need to establish an "environment favourable to the flourishing of all of Québec society's potentials".

PART III – MEETING THE CHALLENGES OF THE 21ST CENTURY: AN ALTERNATIVE AND BETTER ADAPTED REFORM PROPOSAL

In order to better meet the challenges and opportunities of the 21st century, the Bloc Québécois Members of Parliament fully believe, as they stated in their response to the Throne speech in February 1994, that a reform of the social programs is indeed necessary. But not any reform, and above all not a reform which will dismantle social programs rather than improving them and bringing them up to date.

3.1 The Bloc Québécois Proposal

For the Bloc Québécois Members of Parliament, to defend the social benefits of citizens is to fight to protect the mechanisms of social solidarity, especially in times of insecurity and high deficits. It is also a question of greater social equity and justice and wanting to reinforce social harmony.

We thus refuse the overall direction of the green paper and the principal recommendations of the majority report because they will only further the polarization of our societies, where the rich get richer and the poor get poorer, and force economically weak groups to compete against each other. Moreover, these recommendations of the majority report would not help the struggle against the deficit in an efficient, intelligent and equitable manner. Finally, by weakening social solidarity, these recommendations would jeopardize the future prosperity of Québec and Canada.

From the viewpoint of the Bloc Québécois, a real social program reform must be accompanied by an effective employment strategy where all stakeholders make job creation their number one priority. The Liberal government, on the other hand, has simply forgotten its promises in this area. If the Federal Government believes that its little collection of green, grey, purple and orange papers constitutes an employment strategy, then it either has understood nothing about job creation or it's implicitly admitting that an employment strategy, like that envisaged in Québec, simply cannot be implemented at the federal level because Ottawa is neither a place where consensus can be forged nor has the capacity to understand local realities.

In order to put into place a social security system capable of meeting the challenges and the needs of today and tomorrow, and which harmonizes the sometimes conflicting needs of economic and social development, it is necessary that such a system:

- be an integral part of a global strategy based on an employment policy that brings together the stakeholders, that calls upon the dynamics of local communities and that integrates all the various social mechanisms. Only such an approach, that is both interdisciplinary and local and in which all citizens participate, can respond to their needs and hopes;
- pursue the joint objectives of reinforcing social solidarity, equity and justice;
- recognize the diversity of needs;
- furnish Québec with the means that it has requested.

In light of these criteria, the Bloc Québécois Members of Parliament propose:

- **que le gouvernement fédéral oriente ses politiques en fonction de la stabilisation et de la création d'emplois ;**
- **que le gouvernement fédéral rejette la recommandation de coupures additionnelles à l'assurance-chômage ;**
- **that the Federal Government fully withdraw from areas of jurisdiction related to manpower development (education, training, apprenticeships, work–study alternatives, school–work transition, employment services, targeted jobs–creation programs, employability programs...) and, consequently, that the Federal Government fully compensate the provinces.**
- **that the Federal Government accord Québec, given its specific needs, full responsibility in family policy, including assistance for children and child care services, as well as for any other province that wishes such responsibility, and, consequently, that the Federal Government fully compensate the provinces;**
- **that the Federal Government entrust those provinces that express the desire with the administration of the Unemployment Insurance Program. Before that would be possible, the following modifications must be made to the plan:**

- **distinguishing the unemployment insurance itself from the developmental use component;**
- **return to the pre–1986 accounting rules so that the financial results of the unemployment insurance account no longer affect current operations. If this is not done, then it would be necessary to oppose the creation of any significant surplus in the UI account since such surpluses would be used by the minister of Finance to artificially achieve his targets for deficit reduction;**
- **putting into place a financing mechanism for the Unemployment Insurance Account where the employer contributions would be levied on the overall total wages and where the employee contributions would be levied on the basis of a higher maximal insurable earnings, perhaps twice the actual level;**
- **the financing for the development uses would come from the Consolidated Fund. The introduction of mechanisms such a tax on the total wages or fiscal refundable tax credits for training should be seriously considered. We should remember that the development uses of the Unemployment Insurance Account are currently financed by a tax on the total wages. For those provinces that would assume full responsibility for the labour market and manpower development, full compensation should be provided.**

CONCLUSION

“Clearly, our economic and social priorities are interdependent.”

Improving Social Security in Canada — discussion paper, preface.

This statement is at the heart of Québec’s sovereignty project. As we previously mentioned, it has now been thirty years, ever since the 1965 federal–provincial conference on poverty, that Québec’s demands have been based on this very understanding of the indivisible nature of economic and social development — and yet such demands have been rejected by the Federal Government. But the Federal Government has now adopted this very same viewpoint, but this was not done in order to turn over the entire responsibility to the provinces, which in any case belongs to them according to the constitution, but rather in order to capture even more by centralizing and harmonizing it all from Ottawa through the imposition of national standards.

We can now understand what the Prime Minister of Canada wanted to say when he declared that social security reform will transform Canada and that he is now considering further modifications to the constitution in order to incorporate the new approach that follows from this reform. Remember that over the past decades, the constitution has been modified at three separate occasions in the area of social programs, and each time it was to extend the Federal Government's powers in the areas of unemployment insurance (1940), old age pensions (1951) and supplementary benefits (1964). It is probably in this historical continuum that we must situate Jean Chrétien's comments.

As Bloc Québécois Members of Parliament, we can clearly state that our participation in the Committee's hearings has reinforced our understanding of Canada, that there are indeed two countries in this country.

More than ever, Québec's sovereignty is an urgent and forward-looking project which will permit Québec society to fully develop according to its own needs and hopes. The sovereignty of Québec will also allow the citizens in the rest of Canada outside Québec to make a country in their own image. Only Québec's sovereignty will allow us to finally stop injuring one another.

For the Bloc Québécois Members of Parliament, as for an increasing number of Quebecers, the road to Québec's sovereignty is the only one that will develop a greater solidarity among all Quebecers on the basis of social justice and equity.

Nous, députés du Bloc Québécois, désirons vivement la souveraineté du Québec. Mais si nous avons défendu avec acharnement, partout au Canada, le maintien et l'amélioration des programmes sociaux, un renouveau fiscal et une véritable politique active de l'emploi, c'est que, au-delà des différences entre les deux peuples, nous avons à coeur le droit du monde ordinaire au Québec et au Canada, à un emploi décent, à l'équité fiscale, à l'éducation, à la sécurité du revenu, bref, à l'espoir.

REFORM PARTY DISSENTING OPINION FOR THE STANDING COMMITTEE ON HUMAN RESOURCES DEVELOPMENT

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INTRODUCTION

This report of the Standing Committee on Human Resources Development represents the culmination of a consultation and research process which has consumed more than a year of this government's term. Given this very large investment of time, given the fact that the government has had the intellectual resources of the entire country at its disposal throughout this period, and especially given the great importance that Canadians place on their social programs, the committee's report can only be described as a shameful disappointment. It is for this reason that the Reform Party's critics on the Human Resources Development Committee have felt it necessary to draft this dissenting opinion.

It is our objective to provide a relatively brief critique of the committee's report, then to focus on what we believe are constructive solutions to the problems facing the Canadian social security system. In particular, we have tried to give emphasis to three themes:

- (a) the need for genuine popular consultation throughout the process of reforming the social safety net;
- (b) the need for a meaningful review of the security systems of the rest of the world, in order to find new ideas to use at home in Canada;
- (c) the need for a fresh new vision of social policy in the next century, founded on the belief that the best guarantee that governments can provide of individual personal security is to establish a framework of laws within which individuals can save for (or insure against) each of the contingencies that life may bring upon them.

PART I: CRITIQUE OF THE REPORT OF THE STANDING COMMITTEE

SECTION 1: A LACK OF GENUINE CONSULTATION

During the parliamentary committee's six week "travelling road show," Reform MPs were the only ones who raised public concern over the fact that 159 special interest groups were given almost \$4 million by the Liberal government solely to lobby the Human Resources Development Committee. Instead of hearing from the regular Canadians we were supposed to be consulting across the country, in city after city the committee heard, instead, from representatives of these government-funded, interest groups. Ironically, virtually every one of them denounced the same Liberal government that had given them their funding as a pack of hard-hearted, elitist budget slashers, and urgently pressed the case for yet more of the same reckless spending that has brought Canada to the brink of fiscal disaster.

This spectacle prompted the Reform MPs on the committee to compare these tax-funded groups to Frankenstein's mythical monster. In the novel, of course, Dr. Frankenstein tries to make a new and better form of life, but instead creates a monster that pursues him to his death. During the committee hearings almost all of the tax-funded, special-interest groups used their subsidized appearances before the committee to demand that the government spend yet more money. Many proposed raising taxes, completely ignoring the damage high taxes do to jobs and wealth creation. **A LIST OF THE GROUPS IS CONTAINED IN THE APPENDIX TO THIS DISSENTING OPINION.**

The generous treatment extended by the committee to these groups was also extended to deliberately disruptive protesters, starting with the committee's meeting in Vancouver.

Unfortunately, the Liberal members of the committee turned a blind eye to these disruptions and the protests grew progressively more disorderly until a low point was reached in Montreal, where tables were overturned, water, glasses and papers were thrown, and both witnesses and Members of Parliament were intimidated.

The frustration felt by ordinary, unsubsidized Canadians as they tried to be heard over the din of the special interests is well represented by this passage from a letter sent by Cheryl Stewart of Bolton, Ontario and Sandra Evans of Mississauga, Ontario to one of the Reformers on the committee:

We had applied to appear before the Standing Committee in Toronto. However, we received no confirmation one way or the other if we were accepted. After several long distance phone calls to Ottawa, we were informed that we were not selected but that there was a half-hour both in the morning and afternoon where spectators could be chosen by lottery to give a five minute presentation. This setup is outrageous. Do you really expect someone to prepare a document, travel great distances to Toronto and then hope their name is drawn for a mere 5 minute presentation? Subsequently, we have seen the list of approved presenters and it is obvious that the committee has an interest in only what unions, organizations and lobby groups have to say about social reform and is not at all concerned about what the average Canadian citizen has to say about social issues. The Committee's recommendations will no doubt be extremely distorted.

Reform MPs believe a way must be found for parliamentarians to hear the opinions of real Canadians. Reformers believe that many of the problems experienced by the Standing Committee during the public hearings could be avoided. The Liberal-dominated committee gave 159 special interest groups \$4 million to appear before the committee and called it "consultation." We call it, "tales from the trough."

The Liberals could have opened the process giving preference to individuals unaffiliated with a special interest group. As a committee, we could have discovered what ordinary Canadians think. Instead, the committee heard what 159 special interest groups think. We aren't convinced that their contributions were worth \$4 million of taxpayers' money.

We find it hard to accept the claim of the majority report that the Standing Committee on Human Resources Development has anything approaching a firm grip on what Canadians really think.

SECTION 2: A LACK OF SCOPE

The entire social program review process, starting with Minister Axworthy's discussion paper or "Green Book" and ending with the report of this committee, has been far too narrow. Some of the most important programs—notably Old Age Security (OAS), Canada Pension Plan (CPP) and health care, have been completely excluded from the review. Separate reviews have been established, but they have their own reporting schedules. In the case of the health care review, the report date is so far in the future that no reforms will be acted upon before the next election.

It is difficult not to notice that the programs that have not been reviewed are precisely the ones that Canadians regard as most vital to their well-being. We agree with Sherri Torjman of the Caledon Institute when she writes of the Green Book, "[It] is severely limited by the fact that it presents no bold vision or clear plan for how Canada should address the issue of personal supports for the elderly—the

one in five Canadians who will be over age 65 by the year 2010⁸. We are left with the impression that the government is suffering from the illusion that the best way to protect our most important programs is to avoid discussing them.”

We find this head-in-the-sand attitude to be inexcusable. Canada’s federally-administered social programs, including the ones left out of this review, consume two-thirds of that portion of the federal budget that is not consumed by interest payments. Our party’s “Zero-in-Three” deficit elimination program shows that even if all other areas of government spending are cut back by more than a quarter, social programs will have to bear reductions in the order of \$15 billion. To avoid making these cuts while Canada is still fiscally solvent merely ensures that when cuts do come, they will be much deeper.

We also note that cutting spending to sustainable levels does not mean gutting social security. Even if spending on social programs were cut by 20% in order to balance the budget, the combined total of all federal, provincial and municipal spending on social programs will still be in excess of \$124 billion each year. This amounts to \$17,600 for every family of four. And this does not even take into account the billions that individual Canadians spend on their own for health insurance, RRSPs, and charities.

SECTION 3: A LACK OF VISION

Possibly the most disappointing aspect of this committee’s majority report is its absolute lack of a new vision of what Canadian social policy ought to be. This shows up most obviously in the motherhood statements that fill the report, and which contrast awkwardly with an almost complete absence of fresh ideas. The problem of sustainability is irrelevant to the question of success. The Reform Party’s social policy critics are reminded of the fact that by the standard employed by this committee, the SS Titanic was, generally, a success. After all, it not only carried its passengers most of the way from London to New York, but it did so in luxury and comfort. But to us, social policy cannot be considered a success either generally or at all, unless it allows each and every generation of Canadians—including generations not yet born—to make it all the way to port.

The whole majority committee report seems to rest on three perilous assumptions:

1. Governments create jobs through ever-increasing public spending;
2. A government monopoly over the provision of all social and personal security services is the best means of meeting the needs of the old, the sick, the unemployed, and the poor;
3. Ever-increasing government deficits and debts are justifiable if they are incurred in the pursuit of job creation and social security.

These assumptions are implicit in the Liberal government’s Red Book and in the first budget of the Chrétien government. But the evidence that these assumptions are invalid is now more overwhelming than ever. Government spending is now at record levels in Canada, yet over a million Canadians remain unemployed and many more are underemployed. If increased government spending is the key to job creation, Canada should have one of the lowest, not one of the highest, unemployment rates among industrialized countries. It has been noted that if more government spending were all that was needed to create jobs, every Canadian would have several of them by now.

¹ Sherri Torjman, “Is CAP in Need of Assistance?” in Keith Banting and Kenneth Battle (eds), *A New Social Vision of Canada?* Kingston, Ontario: Queen’s University School of Policy Studies and the Caledon Institute, 1994, p. 111)

Canadians have invested hundreds of billions of dollars in establishing publicly-financed, universal, government-operated, social security programs for the elderly, the ill, the unemployed, and the poor. Yet all of these programs are now in financial difficulty, with costs rising and services being curtailed, so that Canadians, who have been deprived—thanks to our high taxes—of the means by which to provide for their own security needs independent of government assistance, can no longer count on these state—run programs to be solvent in the future. Dependence on state-run social security has become a growing source of personal insecurity.

For this reason we are disappointed by the failure of the committee to recommend in the strongest possible terms that the government preserve the integrity and tax-free status of RRSPs and the private pension system, which remains the only part of the Canadian social security system that is completely solvent.

It should come as no surprise—given the committee’s lack of genuine consultation, scope and vision in addressing Canada’s social policy—that the recommendations of the Standing Committee on Human Resources Development (HRD) prove thoroughly disappointing. Moreover, the Liberal members of the HRD committee base their recommendations on flawed principles, misinterpret the problems, and don’t adequately think through the consequences of their policy recommendations.

They assume that government can supply the personal security needs of Canadians better than individuals. This “big-brother-knows-best” approach is not only false but offensive. One need not look far to recognize that this ivory-tower, bureaucratic model for meeting individual needs has failed miserably. A new approach is needed desperately.

This report takes the encroachment of government on people’s lives to new heights. It encourages government to displace parental responsibility in the raising of children. Instead, government should provide the framework within which parents can meet their children’s needs. Under criminal and common law, parents hold constitutional responsibility to care for their children. Government ought not to take parents responsibility, for child care away from them.

The committee also assumes that improving social programs requires more money and that without further spending nothing can be accomplished. That is false. Canadians spend billions and billions of dollars on an assortment of social programs. The need is not for more money, but for proper management and targeting of existing funds to those truly in need.

In any case, more money for any program is not an option. As Minister Axworthy has finally been forced to acknowledge, this government has no choice but to begin dealing with the nation’s deficit and debt.

What was intended as a system based on the virtue of generosity has become a system of entitlements and confiscation. The Liberal recommendations simply reinforce the entitlement mentality. What’s more, they create expectations for entitlements that cannot be met. All such deception does is to create resentment between Canadians—those concerned with the cost and abuse of social programs and those who feel entitled to more.

Noble notions of equity and equality are at the heart of a significant number of the committee’s recommendations. However, research indicates that the very schemes intended to promote the welfare of people are shown time and again not to serve the interests of those they are supposed to help: women, visible, ethnic minorities, Aboriginal people, and the disabled.

When people are hired or promoted for characteristics other than merit, their self-esteem is damaged, bringing stress, self-doubt and a loss of confidence in their own ability. Promotion according

to special status creates friction among coworkers and, in principle, works against the very equality it espouses.

The Liberal members of the committee rely not only on inconsistent principles, but also misinterpret the problems they claim to address. The most flagrant example is in the area of child poverty. They claim that “close to one-fifth of our nation’s children are living below the Low-Income Cut-Off (LICO).”

Not everyone is aware, however, that LICO is “a relative measure.” It is geared to relative living standards. As living standards rise overall, the so-called poverty line rises as well. According to this standard, the only way out of relative poverty is to improve one’s position with respect to everyone else. **Under such a measure, it is impossible to eliminate poverty because there will always be one-fifth of income-earners at the bottom of the scale.** Even if all incomes were to double, the percentage of Canadians below the cut-off point would remain the same. Poverty is redefined in relative terms, not in real terms. Understood in real terms, poverty has to do with lacking food, clothing, or shelter. For many families below the LICO measure, if their children are without food or clothing, it may be for reasons other than a low family income.

The social consequences of expanded child care as promised in the Liberal Red Book are also reason for concern. Again, recent research has raised concern about the socio-emotional development, behavioural adjustment and cognitive development of children subjected to extended, non-parental, child care. The social consequences of such developmental problems are increased likelihood of clinical depression, propensity to commit crime, and personal stress. Those are the immediate consequences. Long term, such conditions would lead to an increased demand for government-provided social services and law enforcement. These concerns should be addressed before governments invest enormous resources in non-parental, child care.

The committee expresses concern about the problems of family structure, single-parent families, common-law unions, two-income families and the needs of young families, but fails to recognize the causes of such disturbing trends. Instead, they focus on symptoms rather than causes. The report fails to recognize that these problems are in part a direct result of harmful government policies in the first place.

During the committee hearings it was suggested that overtime ought to be more tightly regulated. The presumption is that people who want to work hard are taking jobs out of the economy. That is wrong-headed. People working hard doesn’t result in a net job loss. Inappropriate government intervention results in a net job loss.

Finally, the committee fails to consider the long-term consequences of some policy recommendations. One of the more controversial recommendations is for the extension of the Child Tax Benefit to mothers upon certification of pregnancy by a qualified physician. Such a proposal would seem ripe for abuse by those who suffer a miscarriage or terminate a pregnancy through abortion.

Canada doesn’t need more money for social programs. What Canada needs is an infusion of new ideas and options as to how we might best reconstruct social programs. Canada needs a new vision.

PART II: REFORM'S VISION—PROVIDING BETTER PERSONAL SECURITY FOR CANADIANS IN THE LONG TERM

SECTION 4: A PRELIMINARY RESPONSE FROM THE GRASSROOTS

Because of our disagreement with Minister of Human Resources Development's decision to limit the scope of this committee's supposedly wide-ranging review to only a some of its social programs, Reform MPs made the decision to initiate our own consultative process directed at ordinary Canadians. Reformers designed and distributed our own tabloid-size information "broadsheet" describing the minister's limited range of proposals and also alternatives proposed by Canadian social policy experts and organizations, as well as social policy alternatives that have been successfully employed in other countries worldwide. This broadsheet dealt with all of Canada's major social programs, including health care and pensions.

Respondents were asked to select their preferred alternative from among those laid out in the broadsheet, or provide us with their own ideas. Over 300,000 broadsheets were distributed throughout the country.

Additionally, Reform MPs conducted a significant number of "town hall meetings," workshops, cable TV shows and radio phone-in shows to solicit the views of their constituents on the reform of social programs. The Reform Party of Canada conducted an internal survey of 100,000 members to solicit their views on social programs reform. As this report is being written, Reform MPs are still actively involved in this consultation process with Canadians. So far, thousands of Canadians have expressed their perspectives and opinions on the reform of social programs.

1) What Canadians told us about the philosophy of social policy reform

The preliminary results of our consultations have helped us to develop the guiding principles for social program reform that are outlined in Section Six of this report. Almost all the Reform Party members who have returned their survey forms to date agree with the following two statements:

- (1) "As a general principle, social program reform should focus on giving people the tools to provide for their own needs through such initiatives as personal RRSPs, registered unemployment savings plans, and tax-sheltered savings accounts for education and training", and
- (2) "As a general principle, where governments must be involved in delivering social services, those programs should be directed by the levels of government closest to the people (i.e. municipal and provincial, rather than federal)."

In addition to their views on the reform of social programs, Canadians also told us a few things about the upcoming budget. There is widespread support for Reform's position that the budget should be balanced over a three year period and that this should be accomplished by cutting government spending, not by raising taxes.

2) What Canadians Recommend: Specific Program Changes

GIS: Strong support has been expressed for the following measures: (1) Continuation of means-testing; (2) Increasing the age of eligibility.

OAS: Support for the following options: (1) Elimination of OAS for seniors with above-average incomes; (2) "Clawback" from seniors with above average incomes; (3)

Converting all Old Age Pensions into the Guaranteed Income Supplement which is already “means-tested”, and (4) Increasing the age of eligibility.

CPP: Strong support was expressed for: (1) Replacing CPP with mandatory RRSPs for younger Canadians; and (2) Eliminating mandatory retirement to allow people to continue working past age 65, combined with raising the age of eligibility.

CTB: Support seems to exist for: (1) Limiting the Child Tax Benefit to families with incomes below the national average; (2) Giving more to children in poor families and less to everyone else; and (3) better enforcement of child support payments.

UIC: Strong support for the following changes: (1) Return UI to its original function as a true insurance program, and (2) The “radical disentanglement” option proposed by the CD Howe Institute, which would eliminate all regional and non-insurance components of UIC, thereby saving \$5.5 billion each year.

EPF (Educational Component): Strong support was expressed for: (1) A federal role in ensuring adequate funding for post-secondary education; (2) A voucher system for distributing post-secondary funding directly to students rather than to provincial governments; (3) The creation of registered education savings plans. There was also support for a system of Income Contingent Loan Repayment for post-secondary students.

EPF (Health Component): There was strong support for allowing the provinces much greater flexibility in the provision of health services, while keeping national standards that maintain core services. There was near-universal support for the principle that no Canadian should be denied adequate health care by reason of inability to pay.

CAP: “Welfare” is already a constitutional, provincial, administrative responsibility. There was support for completely phasing out the Canada Assistance Plan by turning over the necessary taxation powers to the provinces, while eliminating cash transfers from Ottawa. There was strong support for the concept that welfare recipients should be required to contribute to the economy in some way.

Equalization: Respondents expressed strong support for the elimination of equalization payments to the provinces—even though we noted that this principle is enshrined in the Constitution. There was also solid support for the Australian equalization payment model, in which total levels of equalization are set in advance and this amount is then divided among have-not jurisdictions according to a negotiated formula.

Reform’s bottom line is people. Surely most people want the best form of personal security: a well-paying, productive job. That and the security of a sound health care plan, adequate resources for retirement, and something to fall back on in the event of job loss, injury, or extended illness.

Canada’s social safety net stretches to the limit to do things that it was not designed to do. Instead of serving as the last line of defence supplementing existing community and family support, it is a socio-economic catch-all and a social engineering machine. A top-heavy bureaucracy and interest on federal debt siphon off tax dollars from Canadians.

The Reform party believes that the current economic situation offers Canadians a unique opportunity to reinvent its social policies. It is time to restore balance: to our social safety net; to our national ledger; and between government intervention and individual responsibility.

SECTION 5: A LOOK AT A WORLD OF GOOD IDEAS

The problems faced by Canadians as we attempt to restructure our social programs for the 1990's and into the twenty-first century are by no means unique. Countries around the world face problems of aging populations, high unemployment, rising health care costs, poor targeting on the part of social programs, regional disparities of wealth, high taxes, and out-of-control deficits and debts. Some countries have dealt with these problems in highly original and effective ways. Yet the Standing Committee has displayed an almost willful refusal to consider applying solutions to the Canadian situation.

Among the options that Reform MPs have found most interesting, and which we consider to be most deserving of further study for possible application to the Canadian situation, are the following:

L'ASSURANCE-CHÔMAGE :

UNEMPLOYMENT INSURANCE

- To replace UI with personalized, tax-sheltered capital accumulation accounts on the model of RRSPs, as suggested by the Canadian Institute of Actuaries and as implemented in Singapore.

CANADA PENSION PLAN

- In Chile, the local version of CPP has been phased out and replaced by mandatory RRSPs, financed by a payroll deduction of 10%. Benefits to the current generation of retirees were guaranteed from this deduction, and all surplus funds are directly deposited into each worker's RRSP-style private account.
- Britain has paid down the greater of its CPP-style contingent liability by permitting employers to opt out of the state-administered plan in favour of private-run group pension plans which offer better rates of return. A special surtax on opting out provides funds to pay the pensions of the current generation of retirees.

EQUALIZATION

- In Australia, the federal government establishes a fixed amount of money to be distributed among state governments. This total is then divided on the basis of a formula to which the state governments have given their approval.
- In Germany, transfers are made directly from the budgets of the wealthier provinces into the budgets of the less well-off provinces. As well, a percentage of that country's federally-administered value-added tax is transferred to the have-not provinces.

HEALTH CARE

- In Switzerland, health care is the responsibility of the cantons (their equivalent of provinces). Health care is delivered by about 270 private and public insurance funds which must conform to minimum standards. Membership in an insurance plan is compulsory for low-income people, but in 21 of 26 cantons it is voluntary for everyone else. About 99% of Swiss citizens belong to a plan.

SECTION 6: A VISION OF REAL SOCIAL POLICY REFORM

A System of State-sponsored Insecurity

Personal security is vitally important to Canadians. Aside from providing welfare or pensions to that minority of Canadians who are unable to provide for themselves, the major function of social policy is to ensure that when the first line of personal security (a good job at a good income) fails, resources exist that can care for people through unemployment, sickness, old age, disability and other special circumstances.

For too long politicians have maintained that personal security can be provided effectively only if it is monopolized by government. The end result is that social programs have become costly, bureaucratic, centralized and financially unsustainable. Canadians have been promised that government would provide the lion's share of their most important security needs. In practice, government programs have crowded out the traditional role of families, communities and local organizations in the delivery of personal security. Governments have also lulled seniors into a false sense of security, by encouraging them to depend on government-run pension programs that have proven to be financially unsustainable.

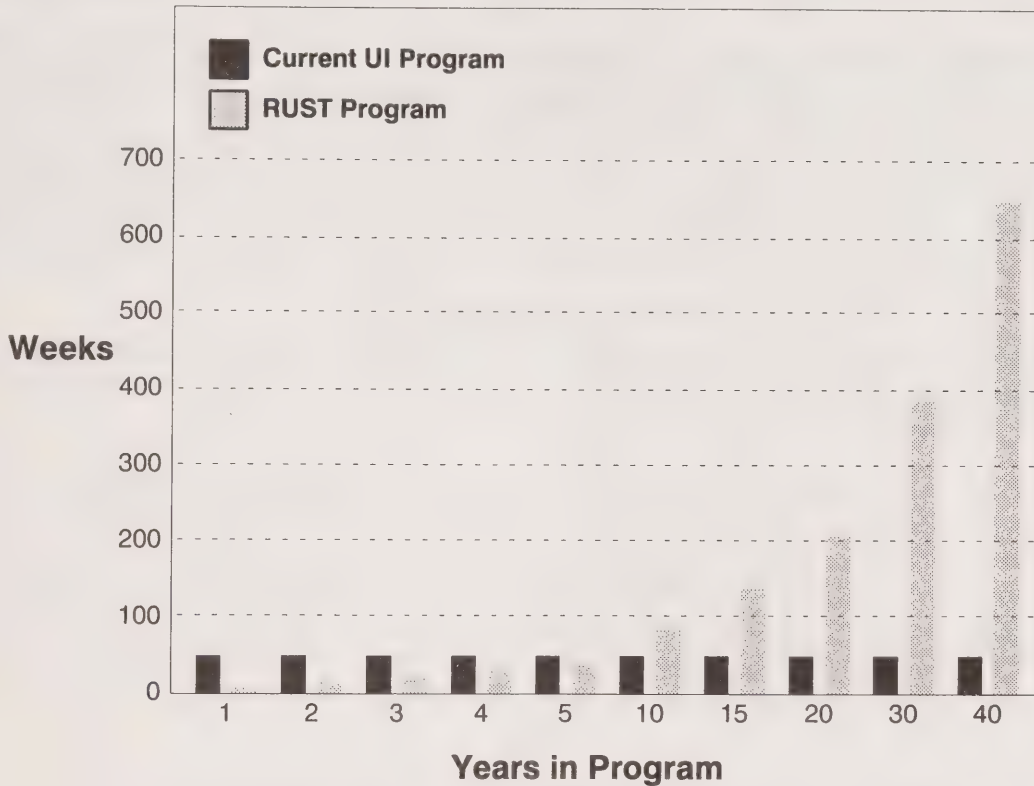
After thirty years of rapidly-increasing government spending on social programs, we have somehow been left with less security rather than more. Because of what amounts to medical rationing, one percent of all Canadians (approximately 270,000 people) are waiting for surgery. Canada Pension Plan is effectively bankrupt, leaving today's young people uncertain that they will ever receive pensions. The payroll taxes used to pay for Unemployment Insurance—most of which are hidden in the form of unseen employer contributions—have reached such a high level that many employers have had to reduce their numbers of employees. Moreover, generous UIC benefits offer a strong incentive to delay rejoining the workforce. These benefits, combined with the burden imposed by the high premiums needed to support them, mean that government-run unemployment insurance has become a leading cause of unemployment, as is shown by Figure #1.

Our Guiding Principles

At the heart of the Reform Vision of a Better Social Security System is a desire to empower individuals, communities and local organizations to both fund and deliver forms of support. With that in mind, our vision includes the following five principles:

- 1) Build on the Canadian tradition of self-reliance, recognizing the family as the primary caregiver in society;
- 2) Empower communities and charitable organizations to play an increasing rather than a diminishing role in social security;
- 3) Provide temporary assistance to people who experience short-term misfortune, while ensuring that long-term assistance is reserved for those who are genuinely incapable of providing for themselves (focusing social spending on those most in need);

Projected Weeks of Benefits: Contributors Who Have Made no Previous Claims



Source: Canadian Institute of Actuaries, *Policy Paper*, Task force on Unemployment Insurance, September 1994, p.35.

4) Where government must be involved in social service delivery, entrust the resources and responsibility to that level of government which closest to the people; and

5) Ensure that we can pay for security measures without borrowing more money.

These principles are based on the assumption that when people are equipped with the tools to take care of their (and their family's and community's) security, they will do it better than government.

The Welfare State versus the Secure Society

Reformers want to replace the Welfare State with a Secure Society. In the welfare state, government assumes that people are poor, defenseless and helpless. Their security needs are interpreted as a need for an ever-expanding net of direct transfers, in which most of society's wealth is taxed away from those who earned it and placed in the hands of those whom the politicians and the bureaucrats deem to be in need. Aside from the obvious potential for arbitrariness and injustice, the

welfare state eventually becomes unsustainable. After all, everybody has so many genuine personal security needs: child care, education, health care, pensions, and so on. The bureaucratic welfare state, with all of its inherent inefficiencies, wastes so much and misdirects so much of the money that it tries to transfer or to transform into government-provided services that people are left with their security needs unmet, or met only in the most slipshod manner.

Government in the welfare state fails to recognize the obvious: not all security needs are the same, and transfers of wealth, whether in the form of cash or of government-subsidized services, are often the worst way of providing for these needs. Most Canadians are not poor enough to be the appropriate beneficiaries of direct transfers from government. What they need from social policy is a safety net. They need policies that will protect them from personal ruin if they become ill, if they lose their jobs, etc. It is impossible to eliminate all such risks under any system, but it is possible and highly desirable for government to provide a framework of laws within which such risks can be reduced. This is what the secure society promises.

Personal security needs can be divided into three classes based on the likelihood that any individual will need to use the security and on whether that need is immediate or will arise in the future.

The first class of security needs is for protection against personal catastrophes such as a medical emergency or the death of a family's chief income-earner. Most people, most of the time, are not experiencing a crisis of this nature and catastrophes are by their nature unpredictable. This means our need for security against personal catastrophes can be dealt with by means of private insurance. In a secure society, government would establish national standards for various forms of catastrophe insurance and might give financially strapped people some help paying the necessary premiums. In a welfare state like Canada, the problem has been dealt with by means of such transfer programs such as Survivors' Allowance.

The second class of security need consists of needs that will arise reasonably far in the future, but which are predictable. Most people will have such needs at some point in the future, so one can't insure against them. But one can prepare for them. Typical needs in this class are post-secondary education, non-catastrophic health care, retirement income, and periodic unemployment. In a secure society, such needs would be taken care of by means of a system of personalized tax-sheltered capital accumulation accounts. Canada already is a world leader in the use of such accounts for the purpose of accumulating retirement income—through our system of RRSPs.

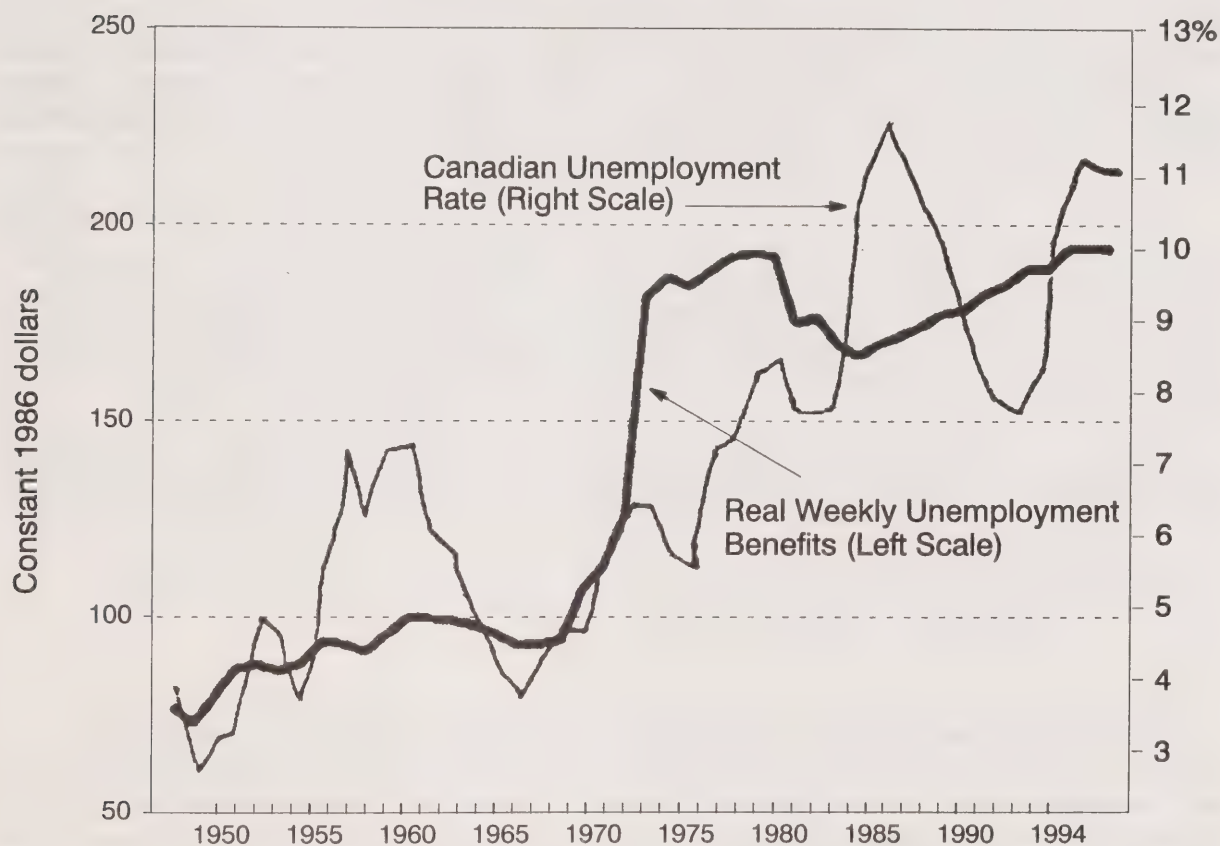
The way that such accounts would work was explained by the Canadian Institute of Actuaries in a report submitted in 1994 to the Standing Committee on Human Resources, which recommended examining such a plan as a replacement for UI. The report describes these accounts this way:

A well designed Unemployment Insurance program would be one to encourage and reward attachment to the workforce. A capital accumulation program would fulfil this role, as this type of plan could be set up to deposit employer and worker contributions into a registered unemployment savings trust (RUST) account. This account would be tax-sheltered and invested at the sole discretion of the worker, similar to a group RRSP arrangement. This program would be compulsory for all workers and would replace the existing UI program. This program could be coordinated with CPP/QPP to enhance

retirement security⁹.

The empowerment and independence that such accounts could bring to individuals and families is strikingly shown by Figure #2, which shows the potential earnings of such an account at a typical rate of investment return. Based on this evidence, we think that the use of such accounts for all predictable social needs merits serious consideration.

Figure 1 As UIC Benefits Rise in Real Terms, So Does Unemployment



The final class of security need is for immediate help for those who have not been able to provide for themselves. This is the proper function of charity or, in its absence, of government transfers.

Empowering charitable organizations, community groups and individuals would go a long way to ensuring that those unable to care for themselves are provided for. There would probably still be a need to provide public assistance for those truly unable to help themselves. Such a system could be designed to deliver a sufficient level of income to ensure that nobody lives in absolute poverty. To ensure that those able to provide for themselves do not become dependent on a program designed to help those incapable of doing so, public assistance must be limited to those who, by reason of physical disability or advanced age are incapable of providing for themselves.

² Canadian Institute of Actuaries, Submission from the Canadian Institute of Actuaries to the Standing Committee on Human Resource Development on Unemployment Insurance. Ottawa: Mimeograph, 1994, p.35.

Such system must also ensure that no one wealthy enough to pay taxes would receive assistance, and those who received assistance would pay no tax. To ensure that the marginal tax rates paid by the working poor would not be confiscatory, some of this assistance would have to take the form of a supplement to work employment.

Self Reliance and Family

The first source of personal security should be the individual's personal resources. The second should be his or her family. It is a tragedy that many Canadians have come to blindly accept that government can and will provide them with personal security from cradle to grave. Formal social programs have largely displaced personal responsibility and family reliance. Individuals rely on government pension plans and therefore fail to save adequately for their own retirements. When children grow up, they no longer feel the obligation to care for their parents, since they expect the state-run health care and retirement systems to provide assistance to the sick and elderly.

If RRSP-style savings accounts were to be used to replace direct government transfers as the primary means by which typical families could save for their own security needs, families would be tremendously strengthened. For example, families would be strengthened by RRSP-style tax-sheltered savings plans for post-secondary education, which would help parents to save for the education of their children. Young adults leaving home would still be reliant upon the aid of others to help fund their education, but those others would be their parents, not the government.

Another potential element in empowering families might also be to increase the deductibility of child care expenses, regardless of the method of care chosen by the parents. This would not interfere with the manner in which Canadians choose to raise their children, because it would not pay subsidies based on the type of care.

Empowering Communities and Charitable Organizations

Distant, impersonal and expensive government programs cannot be tailored to personal needs in times of crisis, and are open to abuse. The best way to ensure targeted and personalized delivery of assistance to individuals is to empower local communities and charitable organizations to provide the third line of defence in providing for the personal security needs of Canadians-after personal responsibility (employment) and family.

The key to reinvigorating private charities would probably be to offer an enhanced tax credit to individuals contributing to charitable organizations or to community groups engaged in the delivery of social services. A revived charitable sector would mean that governments would not be the only source of the myriad of specialized programs for assisting Canadians in need. Instead, local communities could tailor their aid packages to their own needs. Local community services in Newfoundland could design their programs to the distinct needs of fishermen, community services in Oshawa could be fitted to the distinct needs of auto workers, and so on.

Decentralization

Where government must be involved in social service delivery, Reform believes the resources and responsibility must be devolved to those levels of government closest to the people.

In principle, this would mean a major shift in responsibility from the federal to provincial and municipal governments with respect to social assistance, health care, child care, education/training and cultural development. This would also mean a greater respect for the existing constitutional division of powers between the federal and provincial governments.

This does not mean that there would be no role for the federal government in these areas, but the federal role would be focused on working with the provinces to establish and maintain national standards, using equalization as the principal mechanism of bringing those standards within the financial reach of every province.

The operation of the principle of decentralization can be illustrated by looking at the example of health care. The federal government claims to be the guardian of national standards in health care, which it enforces by means of withholding health care transfers to provincial governments when they do not comply with Ottawa's interpretation of the provisions of the Canada Health Act. Under existing arrangements, federal funding for health care has been declining for years and will eventually disappear early in the twenty-first century. This will effectively eliminate Ottawa's ability to enforce any sort of national standard.

It is unacceptable that the federal government should simply wash its hands of responsibility for the nation's health needs as its transfers to the provinces declines. One way to maintain and improve such standards in the absence of such transfers would be to amend the Canada Health Act. Meaningful national standards could be preserved and improved by redefining them to cover "core" or essential health services. A revised Canada Health Act could also recognize that under our constitution, the provinces have jurisdiction over health care and end federal interference in the administration of all non-core, non-essential services. This would allow provinces (and patients) more flexibility to fund these services as they see fit.

We agree with this opinion, expressed by health care experts Jane Fulton and Ralph Sutherland in their book, *Spending Smarter and Spending Less: Policies and Partnerships for Health Care in Canada*:

The public may, in time, agree that although access to a broad range of basic health care should be guaranteed to everyone, the original Medicare model, in which everyone received everything health care professionals wished to deliver, is not only intolerably expensive, it is undesirable for other reasons...Consumers should be allowed to stay outside of the publicly funded system completely if that is their wish, or to supplement publicly funded care with additional privately funded care if that is their wish¹⁰.

This would mean that a narrower set of basic health services would be covered by federal transfers. For the remaining services, provinces would be flexible as to the funding arrangements, as demanded by their electorate and as determined by fiscal necessity. This basically entails filling out the attached "Medical Reform Matrix," which is shown below as Figure #3. Filling out this matrix will illustrate where funding for "core", "non-core" and other health needs come from. The matrix has been shaded to show how we see funding for health care evolving in the coming years.

This matrix would preserve universal coverage for basic core services. It would ensure that no Canadian would be denied adequate health services because of inability to pay. Basic and essential

³ Fulton, Jane and Ralph Sutherland *Spending Smarter and Spending Less: Policies and Partnerships for Health Care in Canada*. Ottawa: The Health Group, 1994, p. 210

Medical Reform Matrix			
Type of Service Source of Financing	Core	Non-Core	Other
Federal *			
Provincial/ Local			
Private Insurance			
Patient			

health care services would be kept within the financial reach of every citizen, no matter who they are or what their income or where they live.

Our vision for decentralization would emphasize a better link between the provision of social services and the funding of these services. This would allow social services to better reflect the needs of diverse communities and regions across Canada, while working with Canadians to meet their security needs and living within our means.

Financial Sustainability

Most of the measures outlined above would be fully funded by individuals, or dependent on fully funded local agencies or community organizations which would ensure that the programs do not become financially unsustainable.

Any remaining government programs (health care, public assistance, etc.) must be designed to ensure long term financial sustainability. This means that the level of funding must be determined not only on the basis of current needs, but also based on what can be sustained in the long term. It must be based both on demographics and a realistic assessment of the possible number of future beneficiaries of the programs when they are designed.

A personal security net that does not meet the criteria of financial sustainability will provide no security at all. It will only guarantee that whatever replaces our current bankrupt system will soon need to be radically redesigned again.

Summary

The Reform Party believes that Canadians should move away from the existing framework of programs and look for new, better ways to meet our social security needs. We also believe that this new way of doing things should be guided by the five principles outlined above.

The greatest single danger to the personal security of Canadians comes from the financial unsustainability of social programs currently monopolized by government. Instead of providing peace of mind, these programs have left Canadians feeling anxious about their, and their families', futures. Only if we abandon the ideology of the welfare state, where all personal security provisions are considered to be the rightful monopoly of government, and adopt in its place a model of localized delivery and personal responsibility, can we ensure that Canadians will be able to enjoy a rising level of personal security in the future.

INTERVENOR FUNDING

PROJECT SPONSORS AND APPROVED BUDGETS

NATIONAL (49)

Assembly of First Nations – \$50,000
Canadian AIDS Society – \$30,000
Canadian Association for Adult Education – \$29,500
Canadian Association for Community Living – \$25,000
Canadian Association of Independent Living Centres – \$50,000
Canadian Association of Toy Libraries and Parent Resource Centres – \$42,340
Canadian Association of Volunteer Bureaux and Centres – \$24,500
Canadian Child Care Federation – \$44,000
Canadian Coalition for the Rights of Children – \$12,950
Canadian Coalition of Community Based Training – \$38,000
Canadian Congress for Learning Opportunities for Women – \$49,800
Canadian Council for Reform Judaism – \$42,000
Canadian Ethnocultural Council – \$50,000
Canadian Home and School and Parent–Teacher Federation – \$45,000
Canadian Mental Health Association and National Network for mental Health – \$44,650
Canadian Paraplegic Association – \$48,325
Canadian School Boards Association – \$44,025
Canadian Unitarian Council – \$6,300
Centre for Community Enterprise – \$39,400
Child Poverty Action Group – \$43,900
Child Welfare League of Canada and Canadian Foster Family Association – \$38,700
Citizens for Public Justice and CJL Foundation – \$45,000
Coalition of National Voluntary Organizations – \$40,000
Congress of Aboriginal Peoples – \$50,000
Council of Canadians with Disabilities – \$50,000
Ecumenical Coalition for Social and Economic Justice – \$40,000
Fédération Canadienne pour l’alphabétisation en français – \$34,316
Generation 2000 & The Student Commission – \$46,852
Institut canadien d’Éducation des Adultes – \$15,000
Inuit Tapirisat of Canada – \$50,000
L’Association canadienne pour la promotion des services de garde l’enfance – \$43,990
Le Réseau national d’action éducation femmes – \$40,896
Metis National Council – \$50,000
Movement for Canadian Literacy – \$50,000
National Aboriginal Network on Disability – \$35,000

National Anti–Poverty Organization – \$50,000
 National Association of Friendship Centres – \$50,000
 National Association of Women and the Law and The National Organization of Immigrant and Visible Minority Women – \$40,070
 National Council of Women of Canada – \$25,000
 National Metis Women of Canada – \$25,000
 National Pensioners and Senior Citizens Federation and Congress of Union Retirees – \$19,300
 National Union of Public and General Employees – \$42,500
 National Youth in Care Network – \$45,000
 Native Women’s Association of Canada – \$50,000
 Neil Squire Foundation – \$40,000
 One Voice – The Canadian Seniors Network – \$37,500
 Rural Dignity of Canada – \$43,000
 SpecialLink – \$22,600
 United Way/Centraids Canada – \$40,000

BRITISH COLUMBIA (6)

Aboriginal Women’s Council of British Columbia – \$30,000
 Affiliation of Multicultural Societies and Service Agencies of British Columbia – \$30,000
 Social Planning & Research Council of British Columbia – \$30,000
 UNN Local 136/B.C. Native Housing Corporation – \$5,000
 Vancouver and District Labour Council – \$13,450
 Victoria Status of Women Action Group – \$15,000

ALBERTA (9)

Alberta Committee of Citizens with Disabilities – \$30,000
 Alberta Native Friendship Centre Association – \$25,000
 Children and Families Initiative – \$13,820
 Edmonton City Centre Church Corporation – \$14,855
 Family Centre of Northern Alberta – \$10,000
 Income Security Action Coalition – \$10,000
 Metis Nation of Alberta – \$20,000
 Native Council of Canada (Alberta) – \$15,000
 Training and Education Network for Women in Alberta TENWA and Alberta Status of Women – \$29,650

NORTHWEST TERRITORIES (2)

Northwest Territories Federation of Labour – \$35,470
 Yellowknife Women’s Society – \$30,000

YUKON (2)

Social Development Community Coalition – \$15,000
 Victoria Faulkner Women’s Centre – \$24,052

SASKATCHEWAN (9)

Disabled Women's Network of Saskatchewan – \$28,000
Downtown Chaplaincy – \$12,000
People Empowering People and NAPO–SASK – \$17,400
Saskatchewan Action Committee, Status of Women – \$30,000
Saskatchewan Child Hunger Coalition – \$30,000
Saskatchewan Coalition Against Racism – \$15,000
Saskatchewan Voice of the Handicapped – \$22,300
Social Fairness Action Coalition – \$15,000

MANITOBA (5)

Aboriginal Council of Winnipeg – \$14,640
Canadian Association of the Non–Employed – \$24,000
Manitoba Action Committee on the Status of Women – \$30,000
Manitoba League of the Physically Handicapped – \$20,000
Metis Women of Manitoba – \$25,000

ONTARIO (26)

Advocates for Community Based Training and Education for Women – \$14,750
Conseil de planification des services communautaires de Prescott–Russell – \$10,000
East End Literacy – \$13,500
Family Service Association of Metropolitan Toronto – \$15,000
Lakehead Social Planning Council – \$10,000
LIFE*SPIN – \$11,400
Niagara Mental Health – \$9,500
Northumberland Coalition Against Poverty – \$10,000
Ontario Coalition Against Poverty – \$12,750
Ontario Coalition for Better Child Care – \$26,100
Ontario Coalition of Senior Citizen's Organizations – \$26,500
Ontario Metis and Aboriginal Association – \$50,000
Ontario Network of Employment Skills Training Projects – \$30,000
Ontario Network of Independent Living Centres – \$25,000
Ontario Social Safety Net/Work – \$30,000
Persons United for Self–Help, Northwest – \$15,000
Peterborough Social Planning Council – \$13,229
Social Planning Council of Metropolitan Toronto – \$20,000
Social Planning Council of Niagara Falls – \$14,137
Social Planning Council of Ottawa – Carleton – \$15, 000
Social Planning Council of Peel – \$12,450
Tenants & Homeless Information & Action Committee – \$9,400

Toronto Aboriginal Social Services Association – \$15,000
Toronto Association of Neighbourhood Services – \$15,000
Waterloo Region Community Coalition – \$12,495
Windsor Women's Incentive Centre – \$15,000

QUEBEC

Association Multi–Ethnique Pour l'Intégration des Personnes Handicapées – \$15,000
Association pour la santé publique du Québec – \$18,000
Comité d'adaption de la main d'oeuvre pour personnes handicapées CAMO – \$25,000
Comité des Organismes Sociaux de Laval – \$9,950
Conseil Québécois de Développement Social – \$29,904
COPHAN et Table des ROP – \$30,000
Corporation de développement communautaire de Brome–Missisquoi – \$14, 600
Corporation de développement communautaire des Bois–Francs – \$9,800
Corporation de développement communautaire Rond Point – \$10,200
Entraide Communautaire La Presqu'Ile – \$13,772
Front Commun des Personnes Assistées Sociales du Québec – \$29,625
L.A.S.T.U.C.E. Du Saguenay – \$14,066
La Ligue des Droits et Libertés – \$24,600
Le Centre d'organisation et de formation des travailleuses et travailleurs en entreprise – \$9,800
Mouvement Action–Chômage Montréal – \$15,000
Mouvement Action–Chômage Trois–Rivières – \$13,850
Québec Native Women – \$30,000
Regroupement des Corporations de développement économiques communautaires – \$13,250
Relais Femmes – \$50,000
Solidarité Populaire Québec – \$29,000
Table des Groupes Populaires – \$20,394
Table régionale d'organismes volontaires d'éducation populaire de la Montérégie – \$15,000

NEW BRUNSWICK (6)

Ad Hoc Anglophone Committee – \$10,000
Coalition Chaleur pour la Sauvegarde des Programmes Sociaux – \$10,000
Comité ad hoc sur la réforme de la sécurité sociale – \$10,000
Grater Moncton Coalition for Economic and Social Justice – \$14,600
New Brunswick Association for Community Living – \$5,000
New Brunswick Coalition of Disability Organizations – \$25,500

P.E.I. (9)

Aboriginal Women's Association of P.E.I. Inc. – \$5,000
Lennox Island Band Council – \$5,000
Native Council of Prince Edward Island – \$5,000

PEI Coalition on Social Security Reform – \$30,000
PEI Women's Reference Group – \$25,000
Prince Edward Island Federation of Labour – \$20,000
Prince Edward Island Literacy Alliance – \$15,000
Société Saint–Thomas d'Aquin – \$25,000
West Prince Alert Group – \$12,000

NEWFOUNDLAND (7)

Atlantic Child Care Coalition – \$30,000
Community Services Council of Newfoundland and Labrador – \$30,000
Equity in Reform Coalition – \$30,000
Federation of Newfoundland Indians – \$30,000
Gander Status of Women Council and Newfoundland and Labrador Women's Economic Network – \$30,000
Iris Kirby House and Women in Trades and Technology – \$12,282
Newfoundland and Labrador Federation of Labour – \$30,000

NOVA SCOTIA (9)

Cape Breton District Labour Council – \$13,080
Halifax coalition on Social Security Reform – \$14,500
Native Council of Nova Scotia – \$30,000
New Dawn Enterprises Ltd. – \$14,000
Nova Scotia Disability Coalition – \$30,000
Nova Scotia Federation of Labour – \$23,900
Nova Scotia Provincial Literacy Coalition – \$15,000
Second Story Women's Centre – \$3,700
Students' Union, University College of Cape Breton – \$14,600

Minutes of Proceedings

TUESDAY, JANUARY 17, 1995
(148)

[Translation]

The Standing Committee on Human Resources Development met at 9:42 a.m. this day, in Room 371, West Block, the Chairman, Francis LeBlanc, presiding.

Members of the Committee present: Reg Alcock, Jean Augustine, Paul Crête, Antoine Dubé, Dale Johnston, Francis LeBlanc, Maria Minna, Andy Scott.

Also in attendance: Michael Prince, Research Associate.

Witnesses: From the Metis National Council: Tony Belcourt, President; Denis Boisvert, Special Advisor. *From the National Association of Friendship Centres:* Wayne Helgason, President; Margaret Horn, Executive Director; Simon Brascoupe, National Facilitator; Marc Wm. Maracle, Executive Director. *From the Economic Development Council for Canadian Aboriginal Women:* Sharon McIvor, First Vice-President, British Columbia Native Society; Marsha Smoke.

Pursuant to an Order of Reference from the House dated February 8, 1994, a study on the modernization and restructuring of Canada's social security system (*See Minutes of Proceedings and Evidence of Tuesday, February 8, 1994, Issue No. 1*).

The witnesses made statements and answered questions.

At 11:50 a.m., the Committee adjourned.

At 11:55 a.m., the Committee reconvened.

At 12:35 noon, the Committee adjourned to the call of the Chair.

Georges Etoka
Committee Clerk

AFTERNOON SITTING
(149)

The Standing Committee on Human Resources Development met *in camera* at 3:30 p.m. this day, in Room 371, West Block, the Chairman, Francis LeBlanc, presiding.

Members of the Committee present: Reg Alcock, Jean Augustine, Maurizio Bevilacqua, Garry Breitkreuz, Shaughnessy Cohen, Paul Crête, Antoine Dubé, Dale Johnston, Francis LeBlanc, Maria Minna, Andy Scott.

Also in attendance: From the Research Branch of the Library of Parliament: June Dewetering, Kevin Kerr, Vivian Shalla, Nathalie Pothier, Antony Jackson and Sandra Harder, Research Officers.

Also in attendance: Michael Prince, Research Associate.

Pursuant to an Order of Reference from the House dated February 8, 1994, a study on the modernization and restructuring of Canada's social security system (*See Minutes of Proceedings and Evidence of Tuesday, February 8, 1994, Issue No. 1*).

The Committee began its consideration of the draft report to the House.

It was agreed,—That the dissenting opinions be limited to not more than one third of the text length of the Committee's report excluding appendices.

It was agreed,—That the dissenting opinions be sent to the Clerk of the Committee no later than 12:00 on January 25, 1995.

At 4:00 p.m., the Committee adjourned to the call of the Chair.

Luc Fortin
Clerk of the Committee

TUESDAY, JANUARY 31, 1995
(150)

The Standing Committee on Human Resources Development met *in camera* at 6:30 p.m. this day, in Room 308, West Block, the Vice-Chairman, Maria Minna, presiding.

Members of the Committee present: Diane Ablonczy, Reg Alcock, Jean Augustine, Maurizio Bevilacqua, Shaughnessy Cohen, Francine Lalonde, Maria Minna, Andy Scott.

Acting Member present: Marlene Catterall for Larry McCormick.

Pursuant to an Order of Reference from the House dated February 8, 1994, a study on the modernization and restructuring of Canada's social security system. (*See Minutes of Proceedings and Evidence of Tuesday, February 8, 1994, Issue No. 1*)

The Committee continued its consideration of the draft report to the House.

On motion of Shaughnessy Cohen, seconded by Francine Lalonde, it was agreed,—That the Committee hold a reception to mark the end of the consultation and that the costs be charged to the Committee's hospitality budget.

Jean Augustine moved,—That chapters 3, 5, and 6 of the report be approved in English, subject to the French version reflecting the meaning of the English text; and

That the draft report, as amended, be adopted.

After debate, the question being put on the motion, it was agreed to.

On motion of Francine Lalonde, seconded by Maurizio Bevilacqua, it was agreed,—That the Committee authorize the printing of dissenting opinions of the Bloc Québécois and/or Reform Party as appendices to this report, immediately after the signature of the Chairman, such opinions to be not

more than one-third of the text of the Committee's report, and that such reports be tabled with the Clerk, double spaced, in both official languages, with an electronic copy, no later than 7:00 a.m. on Sunday, February 5, 1995.

On motion of Shaughnessy Cohen, seconded by Jean Augustine, it was agreed,—That the Chairman be authorized to make such editorial, format and typographical changes as may be necessary without changing the substance of the report.

On motion of Marlene Catterall, seconded by Jean Augustine, it was agreed,—That the Committee print an additional 2,000 copies of the report, in tumble bilingual format, with a distinctive cover.

It was agreed,—That the Committee hold a press conference on Monday, February 6, 1995 following the tabling of the report and that the Chairman and one member of each party participate.

It was agreed,—That the report be entitled Canada—Security, Opportunities and Fairness: Canadians renewing their social programs.

At 7:00 p.m., the Committee adjourned to the call of the Chair.

Lucile McGregor
Committee Clerk

le tiers du texte dudit rapport et que ces rapports soient déposés, dans les deux langues officielles à double interligne, avec une version électronique, auprès du greffier au plus tard à sept heures le dimanche, 5 février 1995.

Sur motion de Shaughnessy Cohen, appuyée par Jean Augustine, il est convenu,—Que le président soit autorisé à apporter les changements nécessaires à la rédaction, le format et à la typographie du rapport, sans en altérer le fond.

Sur motion de Marlene Catterall, appuyée par Jean Augustine, il est convenu,—Que le rapport soit tiré à 2 000 exemplaires additionnels, format bilingue tête-bêche, avec couverture spéciale.

Il est convenu,—Que le Comité tienne une conférence de presse le lundi 6 février 1995 à l'occasion du dépôt du rapport et que le président et un représentant de chaque parti soient autorisés à y assister.

Il est convenu,—Que le rapport soit intitulé «Canada—Équité, Sécurité et Perspectives d'avenir : Les Canadiens, maîtres d'oeuvre du renouveau social».

À 19 h 00, le Comité ajourne jusqu'à nouvelle convocation du président.

Greffière de Comité
Lucile McGregor

Aussi présent: Michael Prince, associé de recherche.

Conformément à l'Ordre de renvoi de la Chambre en date du 8 février 1994, un examen de la modernisation et de la restructuration du système de sécurité sociale du Canada (*Voir Procès-verbaux et témoignages du mardi 8 février 1994, fascicule n° 1*).

Le Comité procède à l'examen de l'ébauche de rapport.

Il est convenu,—Que les opinions dissidentes n'excèdent pas le tiers du texte du rapport du Comité, excluant les appendices.

Il est convenu,—Que les opinions dissidentes soient transmises au bureau du greffier du Comité au plus tard à 12 h 00 le 25 janvier 1995.

À 16 h 00, le Comité ajourne jusqu'à nouvelle convocation du président.

Le greffier du Comité
Luc Fortin

LE MARDI 31 JANVIER 1995
(150)

Le Comité permanent du développement des ressources humaines se réunit aujourd'hui, à huis clos, à 18 h 30, dans la pièce 308 de l'édifice de l'Ouest, sous la présidence de Maria Minna (vice-présidente).

Membres du Comité présents: Diane Ablonczy, Reg Alcock, Jean Augustine, Maurizio Bevilacqua, Shaughnessy Cohen, Francine Lalonde, Maria Minna, Andy Scott.
Membre suppléant présent: Marlene Catterall pour Larry McCormick.

Conformément à l'Ordre de renvoi de la Chambre en date du 8 février 1994, un examen de la modernisation et de la restructuration du système de sécurité sociale du Canada. (*Voir procès-verbaux et témoignages du mardi 8 février 1994, fascicule n° 1*)

Le Comité reprend l'étude de son projet de rapport à la Chambre.

Sur motion de Shaughnessy Cohen, appuyée par Francine Lalonde, il est convenu,—Que le président tienne une réception pour souligner la fin de la consultation et que les coûts soient défrayés à même le budget «accueil» du Comité.

Jean Augustine propose,—Que les chapitres 3, 5 et 6 soient approuvés en anglais à condition que la version française reflète le contenu de la version anglaise; et

Que le projet de rapport, tel que modifié, soit adopté.

Après débat, cette motion mise aux voix, est adoptée.

Sur motion de Francine Lalonde, appuyée par Maurizio Bevilacqua, il est convenu,—Que le Comité autorise l'impression en annexe au rapport des opinions dissidentes du Bloc Québécois et/ou le Parti réformiste, immédiatement après la signature du président et que ces rapports n'excèdent pas

LE MARDI 17 JANVIER 1995

(148)

[Texte]

Le Comité permanent du développement des ressources humaines se réunit aujourd'hui, à 9 h 42, dans la pièce 371 de l'édifice de l'Ouest, sous la présidence de Francis LeBlanc (président).

Membres du Comité présents: Reg Alcock, Jean Augustine, Paul Crête, Antoine Dubé, Dale Johnston, Francis LeBlanc, Maria Minna, Andy Scott.

Aussi présent: Michael Prince, associé de recherche.

Témoins: Du *Conseil national des Métis*: Tony Belcourt, président; Denis Boisvert, Special Advisor. Du «*National Association of Friendship Centres*»: Wayne Helgason, président; Margaret Horn, directrice exécutive; Simon Brascoupe, «*National Facilitator*»; Marc Wm. Maracle, directeur exécutif. Du «*Economic Development Council for Canadian Aboriginal Women*»: Sharon McIvor, première vice-présidente, «*British Columbia Native Society*»; Marsha Smoke.

Conformément à l'Ordre de renvoi de la Chambre en date du 8 février 1994, un examen de la modernisation et de la restructuring du système de sécurité sociale du Canada (Voir *Procès-verbaux et témoignages du mardi 8 février 1994, fascicule n° 1*).

Les témoins font des déclarations et répondent aux questions.

À 11 h 50, la séance est suspendue.

À 11 h 55, la séance reprend.

À 12 h 35, le Comité ajourne jusqu'à nouvelle convocation du président.

Greffier de Comité
Georges Etoka

SEANCE DE L'APRÈS-MIDI
(149)

Le Comité permanent du développement des ressources humaines se réunit aujourd'hui, à huis clos, à 15 h 30, dans la pièce 371 de l'édifice de l'Ouest, sous la présidence de Francis LeBlanc (président).

Membres du Comité présents: Reg Alcock, Jean Augustine, Maurice Bevilacqua, Garry Breitkreuz, Shaughnessy Cohen, Paul Crête, Antoine Dubé, Dale Johnston, Francis LeBlanc, Maria Minna, Andy Scott.

Aussi présents: Du *Service de recherche de la Bibliothèque du Parlement*: June Dewetering, Kevin Kerr, Vivian Shalla, Nathalie Pothier, Antony Jackson et Sandra Harder, attaché(e)s de recherche.

Iris Kirby House and Women in Trades and Technology - \$12,282
 Newfoundland and Labrador Federation of Labour - \$30,000
NOUVELLE-ÉCOSSE (9)
 Cape Breton District Labour Council - \$13,080
 Halifax coalition on Social Security Reform - \$14,500
 Native Council of Nova Scotia - \$30,000
 New Dawn Enterprises Ltd. - \$14,000
 Nova Scotia Disability Coalition - \$30,000
 Nova Scotia Federation of Labour - \$23,900
 Nova Scotia Provincial Literacy Coalition - \$15,000
 Second Story Women's Centre - \$3,700
 Students' Union, University College of Cape Breton - \$14,600

La Ligue des Droits et Libertés - \$24,600	
Le Centre d'organisation et de formation des travailleuses et travailleurs en entreprise - \$9,800	
Mouvement Action-Chômage Montréal - \$15,000	
Mouvement Action-Chômage Trois-Rivières - \$13,850	
Québec Native Women - \$30,000	
Regroupement des Corporations de développement économique communautaires - \$13,250	
Relais Femmes - \$50,000	
Solidarité Populaire Québec - \$29,000	
Table des Groupes Populaires - \$20,394	
Table régionale d'organismes volontaires d'éducation populaire de la Montérégie - \$15,000	
NOUVEAU-BRUNSWICK (6)	
Ad Hoc Anglophone Committee - \$10,000	
Coalition Chaleur pour la Sauvegarde des Programmes Sociaux - \$10,000	
Comité ad hoc sur la réforme de la sécurité sociale - \$10,000	
Grater Moncton Coalition for Economic and Social Justice - \$14,600	
New Brunswick Association for Community Living - \$5,000	
New Brunswick Coalition of Disability Organizations - \$25,500	
ÎLE-DU-PRINCE-ÉDOUARD (9)	
Aboriginal Women's Association of P.E.I. Inc. - \$5,000	
Lennox Island Band Council - \$5,000	
Native Council of Prince Edward Island - \$5,000	
PBI Coalition on Social Security Reform - \$30,000	
PBI Women's Reference Group - \$25,000	
Prince Edward Island Federation of Labour - \$20,000	
Prince Edward Island Literacy Alliance - \$15,000	
Société Saint-Thomas d'Aquin - \$25,000	
West Prince Alert Group - \$12,000	
TERRE-NEUVE (7)	
Atlantic Child Care Coalition - \$30,000	
Community Services Council of Newfoundland and Labrador - \$30,000	
Equity in Reform Coalition - \$30,000	
Federation of Newfoundland Indians - \$30,000	
Gander Status of Women Council and Newfoundland and Labrador Women's Economic Network - \$30,000	

Niagara Mental Health - \$9,500

Northumberland Coalition Against Poverty - \$10,000

Ontario Coalition Against Poverty - \$12,750

Ontario Coalition for Better Child Care - \$26,100

Ontario Coalition of Senior Citizen's Organizations - \$26,500

Ontario Metis and Aboriginal Association - \$50,000

Ontario Network of Employment Skills Training Projects - \$30,000

Ontario Network of Independent Living Centres - \$25,000

Ontario Social Safety Net/Work - \$30,000

Persons United for Self-Help, Northwest - \$15,000

Peterborough Social Planning Council - \$13,229

Social Planning Council of Metropolitan Toronto - \$20,000

Social Planning Council of Niagara Falls - \$14,137

Social Planning Council of Ottawa - Carleton - \$15, 000

Social Planning Council of Peel - \$12,450

Tenants & Homeless Information & Action Committee - \$9,400

Toronto Aboriginal Social Services Association - \$15,000

Toronto Association of Neighbourhood Services - \$15,000

Waterloo Region Community Coalition - \$12,495

Windsor Women's Incentive Centre - \$15,000

QUÉBEC

Association Multi-Ethnique Pour l'Intégration des Personnes Handicapées - \$15,000

Association pour la santé publique du Québec - \$18,000

Comité d'adaptation de la main d'oeuvre pour personnes handicapées CAMO - \$25,000

Comité des Organismes Sociaux de Laval - \$9,950

Conseil Québécois de Développement Social - \$29,904

COPHAN et Table des ROP - \$30,000

Corporation de développement communautaire de Brome-Missisquoi - \$14, 600

Corporation de développement communautaire des Bois-Francis - \$9,800

Corporation de développement communautaire Rond Point - \$10,200

Entraide Communautaire La Presqu'Île - \$13,772

Front Commun des Personnes Assistées Sociales du Québec - \$29,625

L.A.S.T.U.C.E. Du Saguenay - \$14,066

Income Security Action Coalition - \$10,000

Metis Nation of Alberta - \$20,000

Native Council of Canada (Alberta) - \$15,000

Training and Education Network for Women in Alberta TENWA and Alberta Status of Women - \$29,650

TERRITOIRES DU NORD-OUEST (2)

Northwest Territories Federation of Labour - \$35,470

Yellowknife Women's Society - \$30,000

YUKON (2)

Social Development Community Coalition - \$15,000

Victoria Faulkner Women's Centre - \$24,052

SASKATCHEWAN (9)

Disabled Women's Network of Saskatchewan - \$28,000

Downtown Chaplaincy - \$12,000

People Empowering People and NAPO-SASK - \$17,400

Saskatchewan Action Committee, Status of Women - \$30,000

Saskatchewan Child Hunger Coalition - \$30,000

Saskatchewan Coalition Against Racism - \$15,000

Saskatchewan Voice of the Handicapped - \$22,300

Social Fairness Action Coalition - \$15,000

MANITOBA (5)

Aboriginal Council of Winnipeg - \$14,640

Canadian Association of the Non-Employed - \$24,000

Manitoba Action Committee on the Status of Women - \$30,000

Manitoba League of the Physically Handicapped - \$20,000

Metis Women of Manitoba - \$25,000

ONTARIO (26)

Advocates for Community Based Training and Education for Women - \$14,750

Conseil de planification des services communautaires de Prescott-Russell - \$10,000

East End Literacy - \$13,500

Family Service Association of Metropolitan Toronto - \$15,000

Lakehead Social Planning Council - \$10,000

LIFE*SPIN - \$11,400

L'Association canadienne pour la promotion des services de garde l'enfance - \$43,990
Le Réseau national d'action éducation femmes - \$40,896

Metis National Council - \$50,000

Movement for Canadian Literacy - \$50,000

National Aboriginal Network on Disability - \$35,000

National Anti-Poverty Organization - \$50,000

National Association of Friendship Centres - \$50,000

National Association of Women and the Law and The National Organization of Immigrant and Visible Minority Women - \$40,070

National Council of Women of Canada - \$25,000

National Metis Women of Canada - \$25,000

National Pensioners and Senior Citizens Federation and Congress of Union Retirees - \$19,300

National Union of Public and General Employees - \$42,500

National Youth in Care Network - \$45,000

Native Women's Association of Canada - \$50,000

Neil Squire Foundation - \$40,000

One Voice - The Canadian Seniors Network - \$37,500

Rural Dignity of Canada - \$43,000

SpecialLink - \$22,600

United Way/Centraids Canada - \$40,000

COLOMBIE-BRITANNIQUE (6)

Aboriginal Women's Council of British Columbia - \$30,000

Affiliation of Multicultural Societies and Service Agencies of British Columbia - \$30,000

Social Planning & Research Council of British Columbia - \$30,000

UNN Local 136/B.C. Native Housing Corporation - \$5,000

Vancouver and District Labour Council - \$13,450

Victoria Status of Women Action Group - \$15,000

ALBERTA (9)

Alberta Committee of Citizens with Disabilities - \$30,000

Alberta Native Friendship Centre Association - \$25,000

Children and Families Initiative - \$13,820

Edmonton City Centre Church Corporation - \$14,855

Family Centre of Northern Alberta - \$10,000

FINANCEMENT DES INTERVENANTS
PARRAINS DE PROJETS ET BUDGETS APPROUVÉS

NATIONAL (49)

Assembly of First Nations - \$50,000	
Canadian AIDS Society - \$30,000	
Canadian Association for Adult Education - \$29,500	
Canadian Association for Community Living - \$25,000	
Canadian Association of Independent Living Centres - \$50,000	
Canadian Association of Toy Libraries and Parent Resource Centres - \$42,340	
Canadian Association of Volunteer Bureaux and Centres - \$24,500	
Canadian Child Care Federation - \$44,000	
Canadian Coalition for the Rights of Children - \$12,950	
Canadian Coalition of Community Based Training - \$38,000	
Canadian Congress for Learning Opportunities for Women - \$49,800	
Canadian Council for Reform Judaism - \$42,000	
Canadian Ethnocultural Council - \$50,000	
Canadian Home and School and Parent-Teacher Federation - \$45,000	
Canadian Mental Health Association and National Network for mental Health - \$44,650	
Canadian Paraplegic Association - \$48,325	
Canadian School Boards Association - \$44,025	
Canadian Unitarian Council - \$6,300	
Centre for Community Enterprise - \$39,400	
Child Poverty Action Group - \$43,900	
Child Welfare League of Canada and Canadian Foster Family Association - \$38,700	
Citizens for Public Justice and CJL Foundation - \$45,000	
Coalition of National Voluntary Organizations - \$40,000	
Congress of Aboriginal Peoples - \$50,000	
Council of Canadians with Disabilities - \$50,000	
Ecumenical Coalition for Social and Economic Justice - \$40,000	
Fédération Canadienne pour l'alphabétisation en français - \$34,316	
Generation 2000 & The Student Commission - \$46,852	
Institut canadien d'Éducation des Adultes - \$15,000	
Inuit Tapirisat of Canada - \$50,000	

Le filet de sécurité sociale qui ne respecte pas les critères de la durabilité financière ne fournit en réalité aucune sécurité. Cela ne signifierait que ce qui viendrait remplacer notre actuel système en fail-
lite devrait bientôt être fondamentalement reconçu à nouveau.

Sommaire

Le Parti réformiste estime que les Canadiens et les Canadiennes doivent délaisser l'actuel cadre de programmes et rechercher une façon nouvelle et améliorée de satisfaire leurs besoins en matière de sécurité sociale. Nous croyons également que cette nouvelle façon d'agir devrait s'inspirer des cinq principes susdécrits.

La principale menace à la sécurité personnelle des Canadiens et des Canadiennes provient du fait que l'on n'est plus en mesure d'assurer l'assise financière des programmes sociaux qui sont présents-
ment un monopole gouvernemental. Plutôt que d'assurer leur paix d'esprit, ces programmes font que les Canadiens éprouvent de l'anxiété au sujet de l'avenir de leur famille et de leur propre avenir person-
nel. Il faut absolument abandonner l'idéologie de l'État-providence, où toutes les mesures en matière
de sécurité personnelle sont jugées comme étant l'apanage du gouvernement; il faut plutôt adopter en
remplacement un modèle pour la prestation locale et la responsabilité personnelle, pour faire en sorte
que les Canadiens et les Canadiennes puissent profiter à l'avenir d'un niveau croissant de sécurité per-
sonnelle.

ment pour les besoins de santé essentiels et autres. Cette matrice a été ombragée pour représenter la façon dont nous entrevoyons le financement des soins de santé d'ici quelques années.

Matrice de la réforme médicale				
Genre de service	Source de financement	Soins essentiels	Soins non essentiels	Autre
Fédéral*				
Provincial/Local				
Assurance privée				
Patient				

Cette matrice assurerait la protection universelle pour les soins de santé élémentaires. Cela garantirait qu'aucun citoyen canadien ne se verrait refuser des soins de santé adéquats en raison d'une incapacité de payer. Les soins de santé élémentaires et essentiels seraient à la portée financière de tous les citoyens, quels qu'ils soient, quel que soit leur revenu ou encore le lieu de leur domicile.

Notre vision de la décentralisation mettrait l'accent sur l'amélioration des liens entre la prestation des services sociaux et le financement de ces services. Cela permettrait aux services sociaux de mieux refléter les besoins des diverses communautés et régions du Canada, tout en collaborant avec la population canadienne pour desservir ses besoins en matière de sécurité et tout en vivant selon nos moyens.

La pérennité financière

La plupart des mesures susdécrites seraient pleinement financées par les individus, ou dépendraient d'un financement complet par les organismes locaux ou communautaires, ce qui signifierait que les programmes auraient une durabilité financière.

Tous les autres programmes gouvernementaux (en matière de soins de santé, d'aide publique, etc.) doivent être conçus pour garantir leur viabilité financière à long terme. Cela signifie que le niveau de financement doit être déterminé non seulement en fonction des besoins actuels, mais doit également se fonder sur la viabilité à long terme. Cela doit se fonder à la fois sur la démographie et sur une évaluation réaliste du nombre possible d'éventuels bénéficiaires des programmes au moment de leur conception.

En principe, cela signifierait un important changement de responsabilité, laquelle passerait du gouvernement fédéral aux gouvernements provinciaux et municipaux pour ce qui touche l'aide sociale, les soins de santé, les garderies, l'éducation/la formation et l'amélioration de la culture. Cela signifierait également un plus grand respect de l'actuelle division constitutionnelle des pouvoirs entre les gouvernements fédéral et provinciaux.

Cela ne signifie pas que le gouvernement fédéral n'aurait plus aucun rôle à jouer dans ces secteurs, mais plutôt que le rôle du fédéral porterait sur une collaboration avec les provinces pour établir et maintenir des normes nationales, en utilisant la péréquation comme principal moyen de garantir que ces normes puissent être à la portée financière de chaque province.

L'application du principe de la décentralisation peut s'illustrer en prenant l'exemple des soins de santé. Le gouvernement fédéral prétend assurer l'application de normes nationales en matière de soins de santé, ce qu'il fait en retenant les paiements de péréquation pour les soins de santé des gouvernements provinciaux lorsque ceux-ci ne respectent pas l'interprétation des dispositions de la Loi canadienne sur la santé. En vertu des accords actuels, le financement fédéral pour les soins de santé diminue depuis plusieurs années et disparaîtra éventuellement au début du XXI^e siècle. Cela éliminera effectivement la capacité du gouvernement fédéral d'appliquer une norme nationale quelconque.

Il est inacceptable que le gouvernement fédéral se lave les mains de toute responsabilité eu égard aux besoins du pays en matière de soins de santé, dans la mesure où les paiements de péréquation aux provinces diminuent. Une façon de maintenir et d'améliorer telles normes en l'absence de ces paiements de transferts serait d'amender la Loi canadienne sur la santé. Des normes nationales significatives pourraient être protégées et améliorées en redéfinissant celles-ci pour comprendre les soins de santé essentiels ou «principaux». Une Loi canadienne sur la santé révisée pourrait aussi reconnaître qu'en vertu de notre constitution, les provinces ont une juridiction en matière de soins de santé et cela mettrait fin à toute intervention fédérale pour ce qui touche la gestion de tous les services auxiliaires non essentiels. Cela permettrait aux provinces (et aux patients) d'avoir plus de flexibilité pour financer ces services de la façon dont ils le désireraient.

Nous sommes d'accord avec l'opinion exprimée par Jane Fulton et Ralph Sutherland, experts du domaine des soins de santé, dans leur volume intitulé *Spending Smarter and Spending Less: Policies and Partnerships for Health Care in Canada* :

Il se peut que le public convienne en temps et lieu que bien que l'on doit assurer à chacun l'accès à un vaste éventail de soins de santé élémentaires, le modèle original de l'assurance-maladie, où chacun reçoit tout ce que les professionnels de la santé souhaitent offrir, est non seulement intolérablement dispendieux, mais non indésirable pour d'autres raisons ... On devrait permettre aux consommateurs de rester complètement à l'écart du régime public si tel est leur choix, ou encore de suppléer aux soins financés publiquement par l'ajout de soins privés supplémentaires, si telle est leur volonté.³ (TR)

Cela se traduirait par un éventail plus restreint de soins de santé élémentaires faisant l'objet de paiements de transferts fédéraux. Quant aux autres services, les provinces auraient la flexibilité de déterminer leurs méthodes de financement, telles qu'exigées par leur électoral et déterminées par la nécessité fiscale. Il faudrait donc voir à remplir la «matrice médicale du Parti réformiste», que l'on retrouve au tableau n° 3. En remplissant cette matrice, on déterminerait d'où proviendrait le finance-

³ Fulton, Jane et Ralph Sutherland *Spending Smarter and Spending Less: Policies and Partnerships for Health Care in Canada*. Ottawa: The Health Group, 1994, p. 210.

L'autonomie et la famille

Les ressources personnelles d'un individu devraient être la principale source de la sécurité personnelle. Viendrait en deuxième lieu la famille. Il est tragique de constater que plusieurs Canadiens et Canadiennes acceptent l'idée que le gouvernement doit être la source de leur sécurité personnelle du berceau au tombeau. Les programmes sociaux en place se sont beaucoup substitués à la responsabilité personnelle et à l'appui familial. Les individus dépendent des régimes de retraite gouvernementaux et omettent d'économiser suffisamment pour assurer leur propre retraite. Lorsque les enfants ont grandi, ils ne se sentent plus obligés de s'occuper de leurs parents, puisqu'ils s'attendent à ce que des régimes de retraite et de santé gouvernementaux fournissent un appui aux personnes âgées et malades.

Si l'on utilisait des comptes d'épargne style RER pour remplacer les transferts gouvernementaux directs comme moyen permettant aux familles ordinaires d'économiser pour voir à leurs propres besoins en matière de sécurité, alors les familles seraient énormément renforcées. Par exemple, les familles seraient renforcées par des régimes d'épargne libres d'impôt, style RER, pour l'éducation post-secondaire, lesquels aideraient les parents à économiser pour l'éducation de leurs enfants. Les jeunes adultes quittant le foyer devraient toujours dépendre d'autres sources pour appuyer le financement de leur éducation, mais ces autres sources seraient leurs parents, et non pas le gouvernement.

Une autre éventuelle façon possible d'appuyer les familles serait aussi d'accroître la limite des dépenses déductibles pour la garde d'enfants, quelle que soit la méthode retenue par les parents. Cela ne dérangerais aucunement la façon dont les Canadiens et les Canadiennes choisissent d'élever leurs enfants, parce que les subventions ne seraient pas versées en fonction du type de gardiennage.

Prise en charge par les communautés et organismes de charité

Les programmes gouvernementaux distants, impersonnels et dispendieux ne peuvent s'adapter aux besoins personnels en temps de crise, et laissent la porte ouverte aux abus de tous genres. La meilleure façon d'assurer la prestation ciblée et personnalisée d'une aide aux individus est de donner des pouvoirs aux communautés locales et aux organismes de charité afin d'assurer une troisième série de moyens de pourvoir aux besoins de protection personnelle des Canadiens—après la responsabilité personnelle (l'emploi) et la famille.

La façon de revivifier les organismes de charité privés serait probablement de donner un crédit fiscal accru aux personnes faisant des contributions aux organismes de charité ou aux groupes communautaires intéressés à la prestation des services sociaux. Un secteur d'oeuvres de charité revigoré signifierait que les gouvernements ne seraient pas la seule source des nombreux programmes spécialisés conçus pour appuyer les Canadiens et Canadiennes dans le besoin. Au contraire, les communautés locales pourraient adapter leurs programmes d'aide à leurs propres besoins. Les services locaux communautaires de Terre-Neuve pourraient concevoir leurs programmes à l'intention des besoins précis des pêcheurs, alors que les services communautaires d'Oshawa pourraient s'adapter aux besoins précis des travailleurs du secteur de l'automobile, etc.

La décentralisation

Lorsque le gouvernement doit participer à la prestation des services sociaux, le Parti réformiste estime que les ressources et la responsabilité doit revenir aux niveaux de gouvernement les plus rapprochés du public.

Un tel système doit également faire en sorte qu'aucune personne suffisamment à l'aise pour payer des impôts ne reçoive une aide, et que les assistés sociaux ne paient aucun impôt. Pour s'assurer que les taux d'imposition marginaux versés par les travailleurs pauvres ne soient pas excessifs, une partie de cette aide pourrait être versée sous forme d'un supplément au travail.

Le fait d'accorder les pouvoirs nécessaires aux organismes charitables, groupes communautaires et aux individus serait une façon de faire en sorte que les personnes incapables de satisfaire leurs propres besoins soient accommodées. Il faudrait probablement toujours fournir une aide publique aux personnes vraiment incapables de se débrouiller. Un tel système pourrait être conçu de façon à fournir un niveau de revenu suffisant aux prestataires, pour faire en sorte que personne ne doive vivre dans le dénuement absolu. Pour faire en sorte que les personnes pouvant satisfaire à leurs propres besoins n'aient pas une dépendance à l'égard d'un programme conçu pour aider les personnes incapables de se débrouiller, l'aide publique doit se limiter aux personnes qui, en raison d'une incapacité physique ou d'un âge avancé, sont incapables de se débrouiller.

L'aide immédiate constitue la dernière catégorie de besoins en matière de sécurité, pour les personnes incapables de pourvoir à leurs propres besoins. Voilà le rôle choisi des oeuvres de charité, ou, en leur absence, des paiements de transfert gouvernementaux.

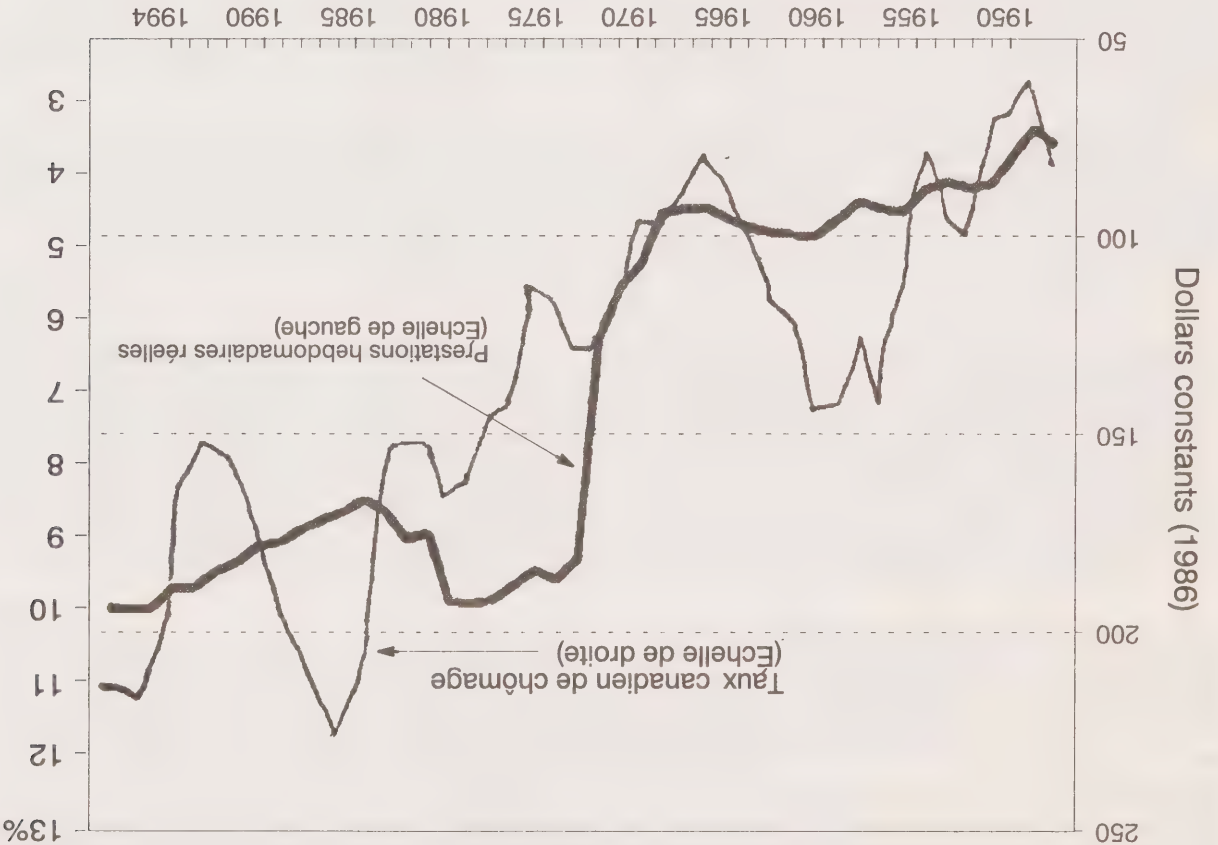


Figure 1 Prestations d'A.-C. – Augmentation de la valeur réelle tout comme le chômage

² Institut canadien des actuaires, Soumission de l'Institut canadien des actuaires au Comité permanent du développement des ressources humaines à propos de l'assurance-chômage. Ottawa : reproduction minitographique, 1994, p. 35.

et donnerait aux personnes démunies une aide pour défrayer les primes nécessaires. Dans un État-providence tel que le Canada, on a réglé ce problème par voie de programmes de transfert tels que l'allocation de survie.

La deuxième catégorie de besoins en matière de sécurité comprend les besoins qui se produiront dans un avenir raisonnablement lointain, mais qui sont prévisibles. La plupart des gens éprouveront tels besoins à un moment quelconque dans l'avenir, alors on ne peut obtenir une protection par voie d'assurance. Cependant on peut s'y préparer. Les besoins typiques dans cette catégorie sont l'éducation post-secondaire, les soins de santé ordinaires, le revenu de retraite, et les périodes périodiques de chômage. Dans une société sécuritaire, on s'occuperait de ces besoins par voie d'un régime de comptes personnels d'accumulation de capital libres d'impôt. Le Canada occupe déjà le premier rang au monde quant à l'utilisation de ces comptes pour accumuler un revenu de retraite—grâce au régime de RBEER.

L'Institut canadien des actuaires a expliqué comment pourrait fonctionner ce régime dans un rapport soumis en 1994 au Comité permanent des ressources humaines, lequel recommandait l'examen d'un tel plan en remplacement de l'A.-C. En voici la description :

Un régime d'assurance-chômage bien conçu encouragerait et récompenserait la participation au marché du travail. Un programme d'accumulation du capital accomplirait ce rôle. Dans un tel programme, les cotisations des employeurs et des travailleurs seraient déposées dans un compte d'une fiducie enregistrée d'épargne-chômage (FEEC). Ce compte serait à l'abri de l'impôt et les placements seraient faits à la seule discrétion du travailleur, tout comme dans un RBEER collectif. Ce programme serait obligatoire pour tous les travailleurs et remplacerait le programme actuel d'AC. ... Ce régime pourrait être coordonné avec le RPC/RRO pour améliorer la sécurité au moment de la retraite.²

La prise en charge et l'indépendance que ces régimes pourraient offrir aux individus et aux familles est démontrée de façon frappante dans le tableau n° 2, qui démontre l'éventuelle capacité d'accumulation d'un tel compte à un taux d'intérêt normal. En fonction de cette démonstration, nous croyons qu'il faut sérieusement examiner l'utilisation de ces comptes pour tous les besoins sociaux prévisibles.

3) fournir une aide temporaire aux personnes qui subissent un revers à court terme, tout en s'assurant qu'une aide à long terme soit réservée aux personnes véritablement incapables de voir à leurs propres besoins (l'aide sociale irait aux personnes ayant les plus grands besoins);

4) lorsque le gouvernement doit participer à la prestation des services sociaux, accorder les ressources et donner la responsabilité au niveau de gouvernement le plus rapproché du public; enfin,

5) faire en sorte que nous puissions défrayer les mesures de sécurité sans pour cela devoir emprunter plus d'argent.

Ces principes se fondent sur l'axiome que lorsque les citoyens disposent d'outils leur permettant d'assurer leur propre sécurité, ainsi que celle de leur famille et de leur communauté, ils font un meilleur travail que le gouvernement.

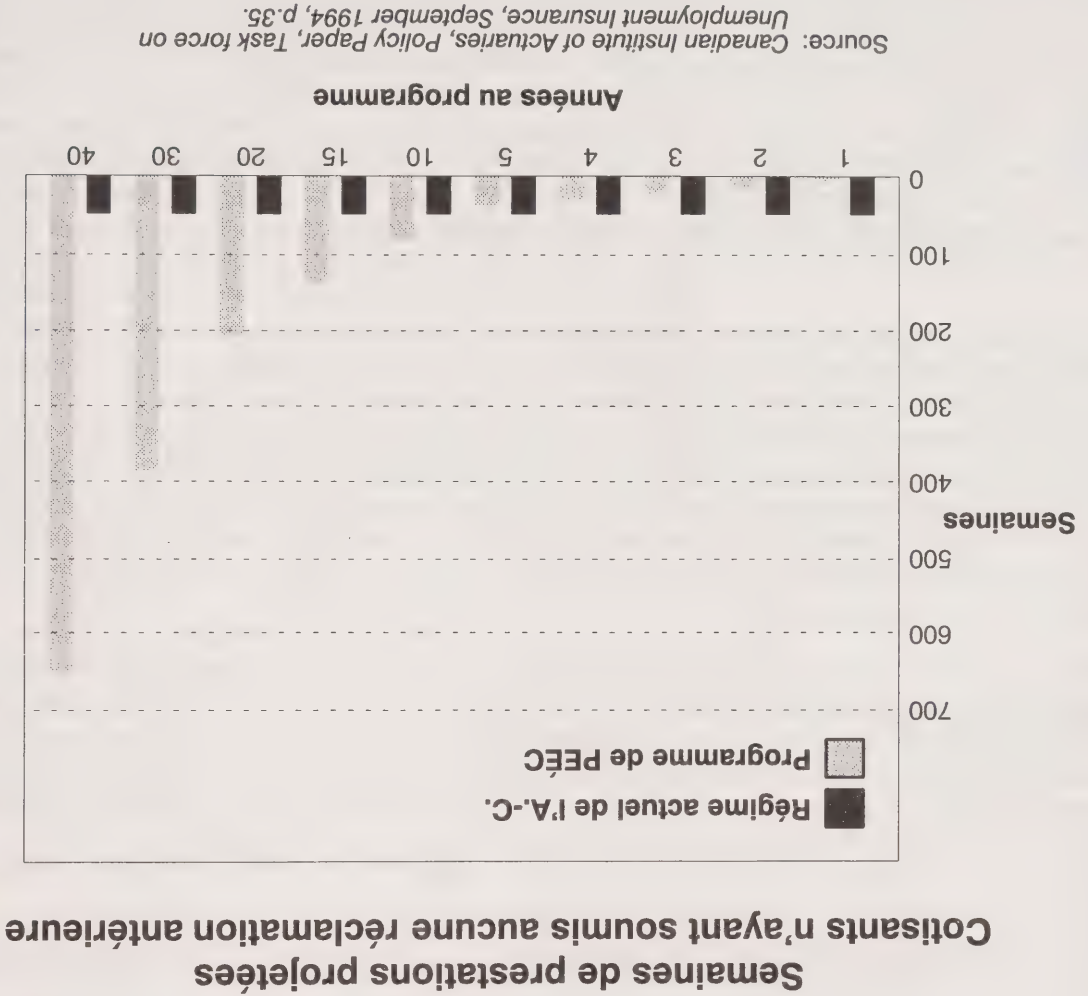
L'Etat-providence et la société sécuritaire

Les réformistes souhaitent remplacer l'Etat-province par la société sécuritaire. Le gouvernement d'un Etat-providence prend pour acquis que la population est pauvre, sans défense et incapable de voir à ses besoins. Ses besoins de sécurité sont interprétés comme étant le besoin de mettre en place un réseau croissant de paiements de transferts directs, grâce auxquels l'ensemble de la richesse d'une société est taxée et retirée à ceux qui la gagnent et pour être redistribuée aux personnes nécessiteuses, selon le jugement des politiciens et des bureaucrates. En plus de l'évidente possibilité de sombrer dans l'arbitraire et dans l'injustice, l'Etat-providence devient éventuellement non viable. Après tout, chacun éprouve tellement de véritables besoins en matière de sécurité personnelle : gardiennage d'enfants, éducation, soins de santé, pensions, etc. L'Etat-providence bureaucratique, avec toute son inefficacité inhérente, gaspille tellement d'argent et effectue des transferts tellement inefficaces qu'il tente de tout transformer en services gouvernementaux, de façon à ce que le public soit laissé pour compte, que ses besoins en matière de sécurité ne soient pas bien desservis, ou encore qu'on n'y pourvoie que de façon inefficace.

Le gouvernement de l'Etat-providence ne reconnaît pas l'évidence même : les besoins en matière de sécurité ne sont pas tous les mêmes, et les transferts de richesse, qu'il s'agisse d'argent ou de services subventionnés par le gouvernement, constituent parfois la pire façon de satisfaire tels besoins. La plupart des citoyens ne sont pas suffisamment démunis pour être les prestataires appropriés de transferts directs des gouvernements. La population a plutôt besoin d'un filet de sécurité en matière de politique sociale. Les Canadiens et les Canadiennes ont besoin de politiques pour se protéger de la ruine personnelle en cas de maladie, de perte d'emploi, etc. Il est impossible d'éliminer tous les risques en vertu d'un système quelconque, mais il est possible et souhaitable que le gouvernement établisse un cadre législatif au sein duquel on peut réduire ces risques. Voilà la promesse d'une société sécuritaire.

Les besoins personnels en matière de sécurité peuvent se répartir en trois catégories fondées sur la possibilité qu'une personne se prévendra de cette protection, sur le caractère immédiat du besoin ou sur son éventualité.

La première catégorie de besoins en matière de sécurité est une protection contre les catastrophes personnelles telles que les urgences médicales ou encore le décès du principal gagne-pain d'une famille. La plupart des gens ne traversent pas une crise du genre en temps normal, puisque les catastrophes sont par définition imprévisibles. Cela signifie que notre besoin d'être protégé contre les catastrophes personnelles peut être réglé par voie d'une assurance privée. Dans une société sécuritaire, le gouvernement établirait des normes nationales pour divers types de protection contre les catastrophes



Nos principes directeurs

Il s'ensuit qu'au coeur de la vision réformiste d'un meilleur régime de sécurité sociale on retrouve la volonté de donner aux individus, aux communautés et aux organisations locales le pouvoir de financer et de fournir des appuis. En gardant cela à l'esprit, notre vision comprend les cinq principes suivants :

- 1) partir de la tradition canadienne d'autonomie, en reconnaissant que la famille est la principale source de soins dans la société;
- 2) donner les pouvoirs voulus aux communautés et organisations de charité afin que celles-ci jouent un rôle croissant plutôt que décroissant pour la prestation de la sécurité sociale;

temps avant de retourner sur le marché du travail. Ces prestations, allées au fardeau que constituent les primes élevées nécessaires pour appuyer le système, signifient que l'assurance-chômage administrée par le gouvernement est devenue une cause principale du chômage, tel que le démontre le tableau n° 1.

PAIEMENTS DE PÉREQUATION :

- En Australie, le gouvernement fédéral prévoit un montant d'argent fixe à distribuer aux gouvernements des états. Ce total est alors divisé en fonction d'une formule approuvée par ces gouvernements.
- En Allemagne, les transferts sont effectués directement à partir des budgets des provinces les plus riches au profit des provinces des moins bien nanties. De plus, un pourcentage de la taxe sur la valeur ajoutée, gérée par le gouvernement fédéral de ce pays, est transféré aux provinces démunies.

SOINS DE SANTÉ :

- En Suisse, les cantons ont la responsabilité des soins de santé (c'est l'équivalent des provinces). Les soins de santé sont fournis par environ 270 fonds d'assurance privés et publics, lesquels doivent se conformer à des normes nationales minimales. L'adhésion au régime d'assurance est obligatoire pour les personnes à faible revenu, mais dans 21 sur 26 cantons, l'adhésion est volontaire pour toutes les autres. Environ 99 p. 100 des citoyens suisses appartiennent à un fonds.

SECTION 6 : VISION D'UNE VÉRITABLE RÉFORME DES POLITIQUES SOCIALES

Une insécurité systémique engendrée par l'État

La sécurité personnelle a une importance vitale pour la population canadienne. En plus de verser des paiements de bien-être ou de pensions à une minorité de citoyens canadiens qui ne sont pas en mesure de satisfaire leurs propres besoins, la politique sociale a comme principale fonction de faire en sorte que lorsqu'échouent les premières mesures de sécurité personnelle (un bon emploi et un bon salaire), il existe des ressources pour prendre soin des gens aux prises avec le chômage, la maladie, la vieillesse, l'incapacité et d'autres circonstances spéciales.

Les politiciens soutiennent depuis beaucoup trop longtemps que la sécurité personnelle peut être assurée de façon efficace, mais seulement s'il s'agit d'un monopole gouvernemental. Il en résulte que les programmes sociaux sont devenus coûteux, bureaucratiques, centralisés et non viables financièrement. La population canadienne a reçu la promesse que les gouvernements devraient à satisfaire leurs principaux besoins en matière de sécurité. Dans la pratique, les programmes gouvernementaux ont remplacé le rôle traditionnel joué par les familles, les communautés et les organisations locales en matière de prestation d'une sécurité personnelle. Les gouvernements ont aussi donné aux aînés un faux sentiment de sécurité en incitant ceux-ci à dépendre de régimes de pensions dirigés par les gouvernements, régimes dont les assises financières n'ont aucune pérennité.

Les dépenses gouvernementales au chapitre des programmes sociaux augmentent rapidement depuis 30 ans, il en résulte que nous sommes moins protégés qu'autrement. En raison d'un « rationnement médical », un pour cent de la population canadienne (soit environ 270 000 personnes) attendent une intervention chirurgicale. Le Régime de pensions du Canada est véritablement en faillite, et cela laisse donc planer l'incertitude pour les jeunes d'aujourd'hui qui ne sont pas du tout sûrs de recevoir leur pension un jour. Les retenues à la source qui servent à défrayer l'assurance-chômage—dont la plupart sont dissimulées sous forme de contributions de l'employeur—ont atteint des niveaux tellement élevés que plusieurs employeurs ont dû réduire le nombre de leurs employés. De plus, les généreuses prestations d'assurance-chômage constituent un stimulant qui incite les prestataires à prendre leur

La Grande-Bretagne a appuyé sa principale responsabilité style RPC en permettant aux employeurs de quitter le plan géré par l'État en faveur de régimes de pensions collectifs à caractère privé, qui offrent un meilleur rendement. Une surtaxe spéciale pour ceux qui choisissent cette option fournit des fonds pour défrayer les pensions des retraités actuels.

Au Chili, la version locale du RPC a été progressivement éliminée et remplacée par des REER obligatoires, financés par une déduction à la source de 10 p. 100. Les prestations à l'actuelle génération de retraités ont été garanties à partir de ces déductions, et tous les fonds de surplus sont déposés directement dans un compte privé style REER pour chaque travailleur.

LE RÉGIME DE PENSIONS DU CANADA / LA SÉCURITÉ DE VIEILLESSE :

Remplacer l'A.-C. par des comptes de personnels et libérer l'impôt d'accumulation de capital (comme les REER), tels que suggérés par l'Institut canadien des actuaires et utilisés à Singapour;

L'ASSURANCE-CHÔMAGE :

Parmi les solutions que les députés réformistes ont trouvées fort intéressantes, et dont nous croyons qu'elles doivent faire l'objet d'études ultérieures pour une éventuelle application à la situation canadienne, notons les suivantes :

Dans la mesure où nous tentons de restructurer nos programmes sociaux pour le XXI^e siècle, les problèmes de la population canadienne ne sont pas uniques. Partout au monde, les pays font face à des problèmes de vieillissement de la population, de chômage élevé, d'augmentation des coûts des soins de santé, d'un mauvais ciblage des programmes sociaux, de disparités régionales de la richesse, de taxes élevées, et de déficits et de dettes hors de contrôle. Pourtant, certains de ces pays ont réussi à régler ces problèmes de façon très originale et efficace. Et pourtant, le Comité permanent a démontré un refus presque volontaire de songer à appliquer de telles solutions à la situation canadienne.

SECTION 5 : UN UNIVERS D'IDÉES INTÉRESSANTES

Le Parti réformiste croit que l'actuelle situation économique offre à la population canadienne l'occasion unique de réinventer ses politiques sociales. Il est temps de restaurer l'équilibre en ce qui touche notre filet de sécurité sociale, nos comptes nationaux, et de bien rééquilibrer les interventions gouvernementales et la responsabilité individuelle.

Les mailloins du filet canadien de sécurité sociale sont étirés à la limite, et l'on veut que les programmes de sécurité fassent ce pour quoi ils n'ont pas été conçus. Plutôt que d'être la dernière défense venant s'ajouter aux appuis communautaires et sociaux, il s'agit actuellement d'un fourre-tout socio-économique et d'une machine à modeler la société. Une bureaucratie aux rangs supérieurs trop nombreux et l'intérêt payé pour la dette fédérale soutirent des dollars à tous les Canadiens.

En plus de cela, la sécurité que procure un bon régime de soins de santé, des ressources suffisantes pour jouir d'une retraite confortable, et un coussin en cas de perte d'emploi, de blessure ou de maladie prolongée.

Régime de pensions du Canada (RPC) : On appuie fortement : 1) le remplacement du RPC par des RER pour les jeunes Canadiens; et 2) éliminer la retraite obligatoire pour permettre aux gens de travailler au-delà de l'âge de soixante-cinq ans, avec une hausse de l'âge d'éligibilité.

Financement des programmes établis (FPE) : On semble appuyer le fait : 1) de limiter les prestations fiscales pour enfants aux familles dont les revenus sont inférieurs à la moyenne nationale; 2) de donner davantage aux enfants des familles pauvres et moins aux autres; 3) de mieux appliquer les pensions alimentaires pour enfants.

Assurance-chômage (A.-C.) : On appuie aussi les changements suivants : 1) redonner à l'A.-C. sa fonction originale, soit un véritable programme d'assurance, et 2) la formule d'un « désengagement radical » proposée par l'Institut CD Howe, ce qui éliminerait tous les éléments régionaux ou étrangers de l'assurance-chômage et produirait des économies de 5,5 milliards \$ par an.

Financement des programmes établis (FPE) (élément éducatif) : On appuie fortement : 1) un rôle fédéral pour garantir un financement adéquat à l'éducation post-secondaire; 2) un système de coupons pour fournir le financement post-secondaire directement aux étudiants plutôt qu'aux gouvernements provinciaux; 3) la création de régimes enregistrés d'épargne-éducation. On appuie également un régime de remboursement en fonction du revenu pour les prêts aux étudiants de cycle supérieur.

Financement des programmes établis (FPE) (élément santé) : On appuie fortement le fait de donner aux provinces plus de flexibilité pour la prestation des services de santé, tout en respectant des normes nationales minimales. Presque tous appuient le principe selon lequel aucun Canadien ne doit se voir refuser des soins de santé adéquats en raison de son incapacité de payer.

Régime d'assistance publique du Canada (RAPC) : On appuie l'élimination complète du Régime d'assistance publique du Canada en donnant aux provinces les pouvoirs d'imposition nécessaires, tout en éliminant les paiements de péréquation d'Ottawa. On appuie fortement l'idée que les prestataires de bien-être devraient contribuer à l'économie d'une façon quelconque.

Paiements de péréquation : Les répondants appuient fortement l'élimination des paiements de péréquation aux provinces—même si l'on a fait remarquer que ce principe est enchevêtré dans la constitution. On appuie également fortement le modèle australien de paiements de péréquation, où les niveaux de péréquation sont fixés d'avance, et le montant divisé parmi les gouvernements démunis selon une formule négociée.

Ce sont les gens qui comptent d'abord pour le Parti réformiste. Assurément, la plupart des citoyens veulent obtenir la meilleure sécurité personnelle, soit un emploi productif et bien rémunéré.

On demandait aux répondants de choisir leur solution préférée parmi celles indiquées dans le feuillet, ou encore de nous envoyer leurs propres idées. Plus de 300 000 feuillets ont été distribués part-out au pays.

De plus, les députés réformistes ont organisé de nombreuses réunions populaires informatisées, des ateliers, des émissions transmises par câblodiffusion et des entrevues radiophoniques en direct avec les auditeurs pour obtenir les opinions de leurs commentateurs quant à la réforme des programmes sociaux. Au moment de la rédaction du présent rapport, les députés réformistes participent toujours activement à ce processus consultatif avec la population canadienne. Enfin, le Parti réformiste du Canada a mené un sondage interne auprès de ses quelque 100 000 membres pour obtenir leurs avis afin de dresser la liste des principes fondamentaux qui doivent présider à la refonte de nos programmes de sécurité sociale. Au moment de la rédaction du présent rapport, les députés réformistes participent activement à ce processus de consultation populaire. Jusqu'à présent, des milliers de personnes ont exprimé leurs perspectives et donné leur opinion sur la réforme des programmes sociaux.

1) Ce que la population canadienne nous a dit au sujet des principes de la refonte des politiques sociales

Les résultats préliminaires de nos consultations nous ont aidés à mettre au point les principes directeurs d'une réforme des programmes sociaux, tels que précisés dans la section 6 du présent rapport. Presque tous les membres du Parti réformiste qui nous ont renvoyé leur sondage jusqu'à présent se sont dits d'accord avec les deux déclarations suivantes :

1) « À titre de principe général, est-ce que la réforme des programmes sociaux doit viser à donner aux gens les moyens de satisfaire à leurs propres besoins par des stimulants tels que des RER per-sonnalisés, des régimes enregistrés d'épargne-chômage et des comptes d'épargne à l'abri des impôts pour l'éducation et la formation? »

2) « À titre de principe général, lorsque les gouvernements doivent participer à la prestation des services sociaux, est-ce que ces programmes doivent être dirigés par les niveaux de gouvernement les plus rapprochés de la population (c.-à-d. les gouvernements municipaux et provinciaux, plutôt que le gouvernement fédéral)? »

En plus de leurs opinions sur la réforme des programmes sociaux, les Canadiens et les Canadiennes nous ont aussi donné leurs opinions sur le prochain budget. On appuie généralement la position réformiste à l'effet que le budget devrait être équilibré sur une période de trois ans, et que cela devrait se faire en réduisant les dépenses gouvernementales, non pas en augmentant les impôts.

2) Ce que recommandent la population canadienne : des changements précis aux programmes

Supplément de revenu garanti (SRG) : On appuie beaucoup les mesures suivantes : 1) continuer la vérification du revenu; 2) hausser l'âge de l'éligibilité.

Pensions de vieillesse (PV) : Un appui aux solutions suivantes : 1) l'élimination des pensions de vieillesse pour les personnes âgées dont le revenu est supérieur à la moyenne; 2) une forte réduction de ces pensions pour les personnes âgées dont le revenu est supérieur à la moyenne; 3) transformer toutes les pensions de vieillesse en supplément de revenu garanti, sous réserve d'une vérification des moyens, et 4) relever l'âge de l'éligibilité.

Il y a également raison de se préoccuper des conséquences sociales de l'élargissement des soins de garde, tels que promits dans le Livre rouge des Libéraux. Encore une fois, des recherches récentes ont fait état de préoccupations relativement à la croissance socio-émotionnelle, à l'ajustement du comportement et à l'instruction des enfants en garderie pendant de longues périodes. Les conséquences sociales de tels problèmes de croissance sont une possibilité accrue de dépression clinique, la tendance à la criminalité et le stress personnel. En voilà les conséquences immédiates. À long terme, de telles conditions déboucheront sur une demande accrue pour des services sociaux gouvernementaux et pour l'application des lois. On doit faire face à ces préoccupations avant que les gouvernements ne décident d'investir d'énormes ressources pour les soins de garde non parentaux.

Le comité se dit préoccupé par les problèmes de structure familiale, les familles monoparentales, les unions de fait, les familles ayant deux sources de revenus et les besoins des jeunes familles, mais est incapable de reconnaître les causes sous-jacentes de ces inquiétantes tendances. Le comité met davantage l'accent sur les symptômes que sur leurs causes sous-jacentes. Ce rapport ne reconnaît aucune des pertes d'emplois sont surtout dues au mauvais gouvernement. Deuxièmement, cette supposition n'affecte en rien les désincentifs au travail créés par des structures offrant des avantages tels que l'assurance-chômage.

Tout au long des audiences du Comité, on a suggéré qu'il faudrait réglementer davantage le travail supplémentaire. On présume que les gens qui veulent beaucoup travailler retirent des emplois de l'économie. Voilà un mauvais argument. Les personnes qui travaillent ne causent aucune perte d'emplois; les pertes d'emplois sont surtout dues au mauvais gouvernement. Deuxièmement, cette supposition n'affecte en rien les désincentifs au travail créés par des structures offrant des avantages tels que l'assurance-chômage.

Le Canada n'a pas besoin de dépenser plus d'argent pour ces programmes sociaux. Ce dont le Canada a besoin est une infusion d'idées neuves et d'options nouvelles quant à la façon de bien reconstruire les programmes sociaux. Le Canada a besoin d'une vision nouvelle.

PARTIE II : LA VISION RÉFORMISTE — AMÉLIORER LA SÉCURITÉ PERSONNELLE DE LA POPULATION CANADIENNE

SECTION 4 : UNE RÉACTION PRÉLIMINAIRE DE LA BASE

En raison de notre désaccord avec la décision prise par le ministre du Développement des Ressources humaines de limiter la portée de la soi-disant « vaste revue » entreprise par ce comité à une fraction des dépenses sociales engagées par le gouvernement fédéral, les députés réformistes ont pris la décision d'entreprendre leur propre processus consultatif auprès des Canadiens et des Canadiennes ordinaires. Les réformistes ont conçu et distribué un feuillet d'information grand format décrivant l'éventail limité des propositions du ministre, ainsi que les solutions de rechange proposées par les experts et les organisations canadiennes connaissant bien le domaine des politiques sociales; ce feuillet décrit également d'autres politiques sociales appliquées avec succès dans d'autres pays ailleurs au monde. Ce feuillet décrit l'ensemble des importants programmes sociaux du Canada, y compris les soins de santé et les pensions.

modèle bureaucratique conçu dans une tour d'ivoire pour satisfaire les besoins personnels s'avère un échec flagrant. Il faut absolument trouver une approche nouvelle.

Ce rapport exacerbe l'invasion du gouvernement dans la vie des gens. Il incite le gouvernement à usurper la responsabilité des parents quant à l'éducation de leurs enfants. Le gouvernement devrait plutôt mettre en place un cadre permettant aux parents de desservir les besoins de leurs enfants. En vertu du droit commun, les parents ont la responsabilité constitutionnelle de voir au bien-être de leurs enfants. Le gouvernement ne devrait pas retirer aux parents la responsabilité de s'occuper de leurs enfants.

Le comité prend aussi pour acquis que l'amélioration des programmes sociaux exige plus d'argent, et qu'il est impossible de faire quoi que ce soit sans accroître les dépenses. Cela est faux! Les Canadiens et les Canadiennes dépensent des milliards et des milliards de dollars pour une brochette de programmes sociaux. On n'a pas besoin de sommes supplémentaires, mais bien de gérer et de cibler correctement les fonds actuels qui doivent être versés aux personnes qui sont véritablement dans le besoin.

À tout événement, on n'a pas le choix de dépenser plus d'argent pour un programme quelconque. Comme vient finalement de le reconnaître le ministre Axworthy, ce gouvernement n'a que le choix que de commencer à faire face au déficit et à la dette du pays.

Un régime supposément fondé sur la générosité est devenu un régime de droits acquis et de confiscation. Les recommandations libérales ne viennent que renforcer cette mentalité de « droits acquis ». Qui plus est, ces recommandations créent des attentes à l'égard de droits auxquels on ne peut donner aucune suite. Cette déception a pour effet de créer un ressentiment entre les citoyens du pays—soit ceux qui se préoccupent des coûts et de l'utilisation abusive des programmes sociaux, d'une part, et ceux qui croient pouvoir en réclamer davantage.

Au cœur des recommandations du comité, on retrouve de nobles principes d'équité et d'égalité. Cependant, des recherches concluent que les programmes dont le but est de promouvoir le bien-être de certaines populations ne sont pas en mesure de bien desservir les intérêts de leur clientèle : les femmes, les minorités visibles et ethniques, les autochtones et les personnes handicapées.

Lorsque des gens sont embauchés ou promus pour des raisons autres que le mérite, cela nuit à leur estime personnelle, tout en causant du stress, du doute personnel ainsi qu'une perte de confiance en leurs propres capacités. Les promotions basées sur un statut spécial créent une friction entre co-travailleurs et minent en principe la notion même de l'égalité qu'elle appuie.

Les membres libéraux du comité en arrivent à leurs recommandations en se fondant non seulement sur des principes inconsistants, mais aussi sur une interprétation fautive des problèmes qu'ils veulent régler. L'exemple le plus flagrant est la pauvreté infantile, soit l'énoncé que « presque un cinquième des enfants du pays vivent en-deçà de seuil de la pauvreté ». (TR)

Très peu de personnes savent cependant que ce seuil est « une mesure relative » adaptée à un niveau de vie relatif. Dans la mesure où le niveau de vie s'améliore globalement, ce soi-disant seuil de la pauvreté s'élève également. Selon cette norme, la seule façon de franchir le seuil de la pauvreté relative est d'améliorer sa position par rapport à tous les autres. **Lorsqu'on utilise une telle mesure, il est impossible d'éliminer la pauvreté parce qu'il se trouvera toujours un cinquième des salariés au bas de l'échelle.** Même si tous les revenus doublaient, le pourcentage des Canadiens sous le seuil demeurerait le même. La pauvreté est redéfinie en termes relatifs, et non pas en termes réels. En termes réels, la pauvreté signifie le manque de nourriture, de vêtements ou d'abri. Pour plusieurs familles sous ce seuil, si leurs enfants n'ont pas assez de vêtements ou de vêtements, cela peut s'expliquer pour des raisons autres qu'un faible revenu familial.

Après tout, non seulement le paquebot a-t-il fait en grande partie du trajet de Londres à New York, mais ses passagers baignaient dans le luxe et le confort jusqu'à l'interruption du voyage. À notre avis, il est impossible de croire que la politique sociale connaît un franc succès ou une réussite partielle, à moins qu'elle ne permette à toutes les générations de Canadiennes et de Canadiens—y compris les générations futures—d'arriver à bon port.

L'ensemble du rapport majoritaire du comité semble reposer sur trois axiomes périlleux :

1. les gouvernements créent des emplois en accroissant sans cesse les dépenses publiques;
2. un monopole gouvernemental pour la prestation de tous les services sociaux et de sécurité personnelle constitue la meilleure façon de desservir les besoins des personnes âgées, des malades, des chômeurs et des pauvres;
3. on peut justifier les dettes et déficits gouvernementaux croissants s'ils s'accumulent dans le cadre

de la création d'emplois et de la sécurité sociale.

On retrouve implicitement ces principes dans le Livre rouge du gouvernement libéral et dans le premier budget du gouvernement Chrétien. Cependant, il est évident maintenant plus que jamais que ces principes ne valent rien. Les dépenses gouvernementales atteignent actuellement des niveaux records au Canada, et pourtant plus d'un million de Canadiens et de Canadiennes n'ont pas d'emploi et plusieurs autres ne travaillent pas à la mesure de leurs capacités. Si l'accroissement des dépenses gouvernementales est la clé de la création d'emplois, le Canada devrait avoir l'un des plus faibles taux de chômage parmi les pays industrialisés, et non pas le taux le plus élevé. On a fait remarquer que si l'augmentation des dépenses gouvernementales était tout ce qu'il fallait pour créer des emplois, chaque citoyen canadien en aurait plusieurs à l'heure actuelle!

On a investi au Canada des centaines de milliards de dollars pour créer des programmes universels de sécurité sociale, financés par les deniers publics et exploités par les gouvernements, à l'intention des personnes âgées, malades, pauvres ou en chômage. Et pourtant, tous ces programmes éprouvent maintenant des difficultés financières, avec l'augmentation des coûts et la diminution des services, de telle sorte que les citoyens canadiens à qui l'on a retiré les moyens d'assurer leur propre sécurité financière sans l'aide du gouvernement, à cause des impôts élevés, ne peuvent plus compter sur ces programmes publics pour survivre financièrement à l'avenir. La dépendance à l'égard de la sécurité sociale publique est devenue une source croissante d'insécurité personnelle.

Voilà pourquoi nous sommes déçus du fait que le comité ait omis de recommander très vigoureusement que le gouvernement protège l'intégrité et l'exemption d'impôt des RER et du régime privé de pensions, qui demeurent le seul élément du système de sécurité sociale canadien qui soit absolument solvable.

Compte tenu du manque de consultation, de portée et de vision véritable manifestée par le comité en ce qui touche la politique sociale du Canada, il est peu surprenant que les recommandations du Comité permanent du développement des ressources humaines déçoivent absolument. Qui plus est, les membres libéraux du Comité fondent leurs recommandations sur des principes fautifs, ont une interprétation fautive des problèmes, et ne donnent pas de suite logique aux conséquences de leurs recommandations en matière de politiques.

Ils prennent pour acquis que le gouvernement est davantage en mesure de voir aux besoins de sécurité personnelle des Canadiens que les citoyens. Cette approche paternaliste de l'État est non seulement fautive, mais insultante. Point n'est besoin de fouiller beaucoup pour reconnaître que ce

¹ Sherri Torjman, "Is CAP in Need of Assistance?", extrait de *A New Social Vision for Canada?* (Keith Banting et Kenneth Baile, éd.), Kingston (Ontario) : Queen's University School of Policy Studies and the Caledon Institute, 1994, p. 111.

L'aspect le plus décevant du rapport majoritaire du comité est l'absence complète d'une vision nouvelle de ce que devrait être la politique sociale du Canada. Les pieux énoncés dont le rapport est truffé en constituent une preuve évidente, ce qui contraste péniblement avec l'absence presque complète d'idées neuves.

SECTION 3 : UN MANQUE DE VISION

Nous remarquons aussi que la réduction des dépenses à des niveaux durables ne signifie pas qu'il faille saigner à blanc la sécurité sociale. Même si l'on réduisait de 20 p. 100 les programmes sociaux afin d'équilibrer le budget, la somme totale combinée de toutes les dépenses fédérales, provinciales et municipales pour les programmes sociaux dépasserait toujours les 124 milliards \$ par an. Cela représente 17 600 \$ pour chaque famille de quatre personnes, sans compter les milliards de dollars que les Canadiens et les Canadiennes dépensent individuellement pour leurs propres régimes d'assurance-santé, les REER et les organismes de charité.

Nous trouvons inexcusable cette attitude du jeu de l'autruche. Les programmes sociaux du Canada administrés par le gouvernement fédéral, y compris les programmes exclus par l'actuelle revue, consomment les deux tiers de la portion du budget fédéral qui n'est pas dévorée par les paiements d'intérêt. Le programme « Zéro en trois » d'élimination du déficit proposé par notre parti démontre que même si l'on réduit de plus de 25 p. 100 tous les autres secteurs des dépenses gouvernementales, les programmes sociaux devront diminuer d'environ 15 milliards \$. Si l'on évite de procéder à telles coupures pendant que le Canada est toujours fiscalement soluble, cela signifie tout simplement que ces coupures seront beaucoup plus importantes lorsque l'on devra y procéder.

Il est difficile de ne pas remarquer que les programmes qui n'ont pas fait l'objet d'une revue sont précisément ceux dont les Canadiens et les Canadiennes croient qu'ils sont indispensables à leur bien-être. Nous sommes entièrement d'accord avec Sherri Torjman, de l'Institut Caledon, qui écrit ce qui suit à propos du Livre Vert : « [Ce dernier] est fort limité parce qu'il n'offre aucune vision audacieuse ou plan limpide sur la façon dont le Canada doit faire face à la question des soutiens personnels aux personnes âgées—soit le Canadien sur cinq qui aura plus de 65 ans en l'an 2010 ».¹ (TR) On nous donne l'impression que le gouvernement croit, à tort, que la meilleure façon de protéger nos plus importants programmes consiste à éviter toute discussion en la matière.

Le mécanisme entier de la revue des programmes sociaux, à partir du document de discussion du ministre Axworthy (Livre Vert) jusqu'au rapport du présent Comité, s'est avéré beaucoup trop limité. Certains des programmes les plus importants—y compris la Sécurité de la vieillesse, le Régime de pensions du Canada (RPC) et les soins de santé, échappent complètement à cette revue. Des revues ont été entreprises séparément, mais le calendrier prévu pour leur dépôt est différent. Pour ce qui touche la revue des régimes de soins de santé, la date prévue pour le dépôt d'un rapport est tellement éloignée qu'aucune réforme ne sera adoptée avant la tenue des prochaines élections.

SECTION 2 : UN MANQUE D'ENVERGURE

ent des contribuables ont utilisé leurs témoignages subventionnés pour demander au gouvernement de dépenser encore plus d'argent. D'aucuns ont proposé d'augmenter les impôts, en ignorant complètement les dommages que causent les impôts élevés en matière d'emplois et de création de la richesse.

QUESTION.

L'accueil généreux réservé par le Comité à ces groupes s'est même étendu à des protestataires dont le comportement était délibérément chaotique, à commencer par la réunion du Comité tenue à Vancouver. Malheureusement, les membres libéraux du Comité ont fait fi de ces interruptions et les protestations sont devenues progressivement plus agitées jusqu'à ce qu'on atteigne un comble à Montréal, alors que des tables ont été renversées, de l'eau éclaboussée, des verres et des papiers lancés et que des témoins et députés ont été intimidés.

La frustration ressentie par certains Canadiens et Canadiennes ordinaires n'ayant pas reçu l'ombre d'une subvention et tentant de s'exprimer en dépit du chahut des groupes d'intérêt spéciaux a été bien exprimée dans le passage suivant, extrait d'une lettre de Cheryl Stewart, de Bolton (Ontario), et Sandra Evans, de Mississauga (Ontario), lettre envoyée à un membre réformiste du Comité :

Nous avons demandé de témoigner devant le Comité permanent à Toronto. Cependant, nous n'avons reçu aucune confirmation quant à l'acceptation ou au rejet de notre demande. Après plusieurs appels interurbains à Ottawa, on nous a dit que notre nom n'avait pas été retenu et qu'une demi-heure avait été réservée en matinée et en après-midi pour permettre à des spectateurs dont le nom serait choisi par tirage de donner une présentation de cinq minutes. Quel mécanisme absolument ridicule! Est-ce que l'on s'attend vraiment à ce que quelqu'un prépare un document, se déplace sur une grande distance pour aller à Toronto, puis fasse le poireau dans l'espoir que son nom sera tiré au sort, pour ensuite donner une présentation d'à peine cinq minutes? Nous avons subscrit avec une liste des témoins retenus, et il appert que le Comité s'intéresse seulement à ce que les syndicats, organisations et groupes de démarchage ont à dire en matière de réforme sociale; le Comité ne se préoccupe aucunement des opinions des citoyens canadiens ordinaires sur les questions sociales. Les recommandations du Comité seront sans doute extrêmement déformées.

Les députés réformistes estiment qu'il faut trouver le moyen de faire en sorte que les parlementaires puissent entendre les avis des Canadiens et des Canadiennes en chair et en os. Les réformistes estiment que plusieurs des problèmes qui se sont manifestés lors des audiences publiques du Comité permanent auraient pu être évités. Le Comité à majorité libérale a versé quelque 4 \$ millions à 159 groupes d'intérêt spéciaux pour témoigner dans le cadre d'une « consultation ». Selon nous, on se précipite vers la mangoire!

Les libéraux pourraient avoir débloqué le processus en accordant la préférence aux personnes n'ayant aucun lien avec un groupe d'intérêt quelconque. Nous aurions pu découvrir ce que pensent les citoyens ordinaires. Le Comité a plutôt entendu les opinions de 159 groupes d'intérêt, et cela ne vaut sûrement pas 4 \$ millions en deniers publics!

Il nous est difficile d'appuyer la proposition voulant que le rapport majoritaire du Comité permanent du développement des ressources humaines représente d'une façon quelconque ce que pense réellement la population canadienne.

INTRODUCTION

Le rapport du Comité permanent du développement des ressources humaines constitue le point culminant d'un processus de consultation et de recherche qui a exigé plus d'un an du mandat quinquennal de l'actuel gouvernement. Compte tenu de ce lourd investissement de temps, et du fait que le gouvernement a disposé de toutes les ressources intellectuelles du pays pendant cette période, et en raison surtout de la grande importance accordée par la population canadienne à ses programmes sociaux, il est impossible de décrire le rapport du Comité autrement qu'une « honteuse déception ». Voilà donc pourquoi les porte-parole du Parti réformiste siégeant au Comité du développement des ressources humaines ont cru nécessaire de rédiger cette opinion dissidente.

Notre objectif consiste à soumettre une critique relativement brève du rapport du Comité, puis à suggérer ce que nous croyons être des solutions constructives aux problèmes qui heurtent de plein fouet le régime canadien de la sécurité sociale. Nous avons tout spécialement tenté de faire ressortir les trois thèmes suivants :

a) la nécessité de procéder à une véritable consultation populaire dans le cadre du processus de ré-forme du filet de sécurité sociale;

b) la nécessité de procéder à une revue importante des régimes de sécurité sociale en place ailleurs au monde, afin de dénicher de nouvelles idées pouvant servir ici au Canada;

c) la nécessité d'élaborer une vision nouvelle de la politique sociale pour le prochain siècle, fondée sur l'idée que la meilleure garantie à l'effet que les gouvernements peuvent assurer la sécurité personnelle des citoyens consiste à établir un cadre législatif permettant aux individus de faire des économies (ou d'obtenir une protection) pour faire face aux risques de la vie.

PARTIE I : CRITIQUE DU RAPPORT DU COMITÉ PERMANENT

SECTION I : UNE ABSENCE DE CONSULTATION VÉRITABLE

Pendant les six semaines où s'est déplacée la « caravane ambulante » du Comité parlementaire, les députés réformistes ont été les seuls à soulever publiquement des préoccupations parce que le gouvernement libéral a versé presque 4 millions \$ à 159 groupes de démarchage spéciaux dans le but exclusif d'exercer des pressions auprès du Comité du développement des ressources humaines. Plutôt que d'écouter les opinions de Canadiens et de Canadiennes ordinaires que nous devions supposément consulter partout au pays, dans une ville après une autre, des représentants de ces groupes d'intérêts étaient présents aux réunions du Comité pour dénoncer ce même gouvernement libéral, qui leur avait accordé un financement, comme étant une bande d'élitistes au coeur de pierre exclusivement préoccupés par les coupures budgétaires; ces groupes appuyaient instamment la nécessité d'effectuer les mêmes dépenses imprudentes qui ont mené le Canada au bord de l'abîme fiscal.

Ce spectacle a incité les députés réformistes membres du Comité à comparer ces groupes financés par les deniers publics au monstre mythique de Frankenstein. Dans le fameux roman, le Dr Frankenstein tente de créer un être « nouveau et amélioré », mais donne plutôt la vie à un monstre qui le poursuit jusqu'à la mort. Pendant les audiences du Comité, presque tous ces groupes spéciaux financés par l'arg-

OPINION DISSIDENTE DU PARTI RÉFORMISTE SOUMISE AU
COMITÉ PERMANENT DU DÉVELOPPEMENT
DES RESSOURCES HUMAINES

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Constitution, eu égard aux programmes sociaux, a été modifiée à trois reprises et les trois fois pour y consacrer des pouvoirs au gouvernement fédéral en matière d'assurance-chômage (1940), de pensions de vieillesse (1951) et d'allocations supplémentaires (1954). C'est probablement dans cette continuité historique qu'il faut situer les propos de Jean Chrétien.

Pour nous du Bloc Québécois, comme pour de plus en plus de Québécoises et Québécois, la souveraineté du Québec est la seule voie possible pour mettre en place les moyens d'un Québec solidaire, épris de justice et d'équité sociales.

Plus que jamais, la souveraineté du Québec est un projet urgent et d'avenir. Elle permettra à la société québécoise de se développer pleinement en fonction de ses propres besoins et aspirations. Elle permettra aussi aux citoyens du Canada hors Québec de se façonner un pays à leur goût. La souveraineté du Québec permettra que l'on cesse enfin de se nuire mutuellement.

Nous, députés du Bloc Québécois, pouvons clairement affirmer que la tournée de consultations a ancré encore plus profondément en nous la compréhension que nous avons du Canada. Il existe bel et bien deux pays dans ce pays.

Nous, députés du Bloc Québécois, désirons vivement la souveraineté du Québec. Mais si nous avons défendu avec acharnement, partout au Canada, le maintien et l'amélioration des programmes sociaux, un renouveau fiscal et une véritable politique active de l'emploi, c'est que, au-delà des différences entre les deux peuples, nous avons à coeur le droit du monde ordinaire au Québec et au Canada, à un emploi décent, à l'équité fiscale, à l'éducation, à la sécurité du revenu, bref, à l'espoir.

◆ la séparation des volets assurance-chômage et mesures actives en deux comptes distincts ;

◆ la modification des règles comptables afin de revenir à la situation d'avant 1986 de manière à ce que les résultats du Compte d'assurance-chômage ne soient plus inscrits aux opérations courantes. Si tel n'est pas le cas, alors il faudra s'opposer à la création d'importants surplus car cela ne servirait qu'à aider artificiellement le ministre des Finances à atteindre ses cibles en matière de déficit.

◆ la mise en place d'une structure de financement du Compte d'assurance-chômage où les cotisations patronales seraient prélevées sur la totalité de la masse salariale et où les cotisations des travailleurs seraient, quant à elles, prélevées sur la base d'une rémunération maximale assurable plus élevée, pouvant atteindre le double du salaire moyen ;

◆ le financement des mesures actives proviendrait du Fonds consolidé. Pour les provinces qui se prévaudraient du droit d'assumer l'ensemble des responsabilités relatives au marché du travail et au développement de la main-d'oeuvre, une pleine compensation devrait leur être octroyée.

CONCLUSION

« De toute évidence, nos priorités économiques et sociales sont indissociables. »

La sécurité sociale dans le Canada de demain - document de travail, préface

Cette affirmation est au coeur même du projet souverainiste. Comme nous l'avons déjà mentionné, cela fait trente ans, depuis la Conférence fédérale-provinciale de 1965 sur la pauvreté, que les revendications du Québec, basées sur cette compréhension des liens indissociables entre l'économique et le social, sont écartées par le gouvernement fédéral. Au contraire, aujourd'hui ce gouvernement fait sien ce point de vue, non pas pour redonner aux provinces l'ensemble des responsabilités qui leur appartiennent constitutionnellement, mais bien pour s'en accaparer encore plus en voulant tout centraliser et tout harmoniser à partir d'Ottawa par l'imposition de normes nationales.

Nous comprenons maintenant ce que veut dire le Premier ministre du Canada lorsqu'il affirme que la réforme de la sécurité sociale transformera le Canada et qu'il envisage maintenant des modifications ultérieures à la Constitution afin d'y incorporer les nouvelles approches qui découleraient de cette réforme. Rappelons qu'au cours des dernières décennies, la

- ◆ soit partie intégrante d'une vision globale axée sur une politique d'emploi réunissant l'ensemble des partenaires, misant sur le dynamisme des collectivités régionales et locales et intégrant l'ensemble des moyens. Seule une telle approche basée sur l'intersectorialité et sur la pleine participation des citoyens peut répondre à leurs besoins et à leur aspirations ;
- ◆ poursuivre des objectifs de lutte à la pauvreté et le renforcement des solidarités, de l'équité et de la justice sociale ;
- ◆ reconnaître la diversité des besoins ;
- ◆ fournir au Québec les moyens qu'il revendique.

En conformité avec ce cadre, les députés du Bloc Québécois proposent :

- que le gouvernement fédéral oriente ses politiques en fonction de la stabilisation et de la création d'emplois ;

- que le gouvernement fédéral rejette la recommandation de coupures additionnelles à l'assurance-chômage ;

- que le gouvernement fédéral se retire complètement des champs de compétence reliés au développement de la main-d'oeuvre (éducation, formation, apprentissage, alternance travail/étude, transition école-marché du travail, services d'emploi, programmes de création directe d'emploi, programmes d'employabilité, etc.) et, en conséquence, qu'il libère des champs d'imposition et compense pleinement les provinces;

- que le gouvernement fédéral laisse au Québec, compte tenu de ses besoins spécifiques, et aux autres provinces qui le désirent, l'entière responsabilité en matière de politique familiale, incluant la sécurité du revenu, l'aide à l'enfance, les services de garde et les autres domaines des services sociaux ; en conséquence, qu'il libère des champs d'imposition en compensant pleinement les provinces ;

- que le gouvernement fédéral confie aux provinces qui le désirent la gestion du Régime d'assurance-chômage en y apportant au préalable les modifications suivantes :

POUR FAIRE FACE AUX DÉFIS DU XXI^e SIÈCLE :
UNE RÉFORME DIFFÉRENTE ET MIEUX ADAPTÉE

Pour faire face aux défis et aux enjeux du XXI^e siècle, le Bloc Québécois croit, comme il l'a affirmé en réplique au discours du Trône, qu'une réforme des programmes sociaux est nécessaire. Mais pas n'importe quelle réforme et surtout pas une réforme dont le principal souci n'est pas d'améliorer ou d'actualiser mais bien de démanteler les programmes sociaux.

3.1 Propositions du Bloc Québécois

Pour nous, du Bloc Québécois, défendre les acquis sociaux, c'est se battre, en ces temps d'insécurité et de lutte au déficit, pour la protection de nos mécanismes de solidarité. C'est vouloir plus d'équité et de justice sociale, et en particulier une lutte efficace à la pauvreté. C'est ainsi vouloir renforcer la cohésion sociale et lutter contre la pauvreté. C'est enfin donner une meilleure assise à notre développement et à notre compétitivité.

Nous refusons donc les grandes orientations du livre vert et les principales recommandations du rapport majoritaire parce qu'elles ne feraient qu'accentuer la dualisation de nos sociétés, où les riches s'enrichissent et les autres s'appauvrissent, et qu'elles mettraient en concurrence des groupes déjà mal en point. En outre, elles ne permettraient pas de mener une lutte efficace, intelligente et équitable contre le déficit. Enfin, par l'affaiblissement des solidarités sociales, elles mettraient en péril la prospérité future du Québec et du Canada.

Dans l'optique du Bloc Québécois, une véritable réforme des programmes sociaux doit aller de pair avec la mise en place d'une réelle stratégie d'emploi par laquelle l'ensemble des partenaires et des intervenants publics acceptent de consacrer en priorité leurs énergies à la stabilisation et à la création d'emplois. Le gouvernement libéral a mis de côté ses engagements à cet égard. Si, encore une fois, mettre bout à bout ses livres vert, gris, mauve et orange constitue pour le gouvernement fédéral sa politique d'emploi, alors il n'a rien compris ou alors il admet implicitement qu'une politique d'emploi comme nous l'envisageons au Québec ne peut se pratiquer au niveau fédéral faute de consensus et de capacité à bien saisir les réalités locales à partir d'Ottawa.

Afin de mettre en place un système de sécurité sociale apte à relever les défis et les besoins d'aujourd'hui et de demain, qui concilie les exigences propres au développement économique et au développement social, il faut qu'un tel système :

toujours de se retirer du champ de la main-d'oeuvre. Incapable de satisfaire cette demande, le gouvernement fédéral présente encore une fois un projet allant à contre sens et heurtant de plein fouet les objectifs actuellement poursuivis au Québec.

Au Québec, nous n'en sommes plus à discuter des bienfaits de la concertation entre les divers groupes et de la nécessité d'impliquer les collectivités locales. Nous la pratiquons depuis plusieurs années, comme l'illustre notamment le Forum pour l'emploi et les conseils régionaux de développement.

L'élection du Parti Québécois à la tête du gouvernement du Québec permet la mobilisation de l'ensemble des partenaires afin de préparer deux importants sommets qui se tiendront au cours des prochains mois, soit un sur l'insertion des jeunes au marché du travail et l'autre sur l'éducation. Cela sans tenir compte de l'importante politique de régionalisation et de décentralisation que le gouvernement élabore actuellement en collaboration avec les partenaires concernés.

Malheureusement, ce formidable mouvement ne pourra donner tous ses fruits car plusieurs des leviers essentiels nous échappent. Trente ans plus tard, le mémoire du Gouvernement du Québec, écrit par René Lévesque lui-même, demeure d'une actualité criante.

Au Québec, nous savons qu'une stratégie uniquement basée sur l'employabilité est vouée à l'échec. Nous sommes en mesure d'en témoigner puisque cette stratégie a été pratiquée par le précédent gouvernement québécois. Comme le souligne le Conseil québécois de développement social : « Au Québec, la mise en place de programmes de formation, d'orientation professionnelle et de subventions salariales dans le cadre de la politique de sécurité du revenu n'a eu aucun effet sur la réduction du taux de chômage [...] Ainsi, les récentes évaluations de ces programmes font état de résultats peu convaincants sur l'insertion en emploi. »

Contrairement au gouvernement fédéral qui a mis de côté son principal engagement, le gouvernement du Québec entend déployer toutes ses énergies et mobiliser l'ensemble de ses partenaires pour définir et mettre en oeuvre une politique d'emploi.

Le projet québécois en chantier est, à plusieurs égards, en contradiction avec celui qui nous a été exposé au cours des audiences dans les autres provinces.

Ce que nous savons maintenant, c'est l'incapacité du Canada à satisfaire les besoins urgents du Québec pour que nous puissions mettre en place « l'environnement propice à l'épanouissement de toutes les potentialités de la société québécoise. »

Malgré un fort consensus entre le gouvernement du Québec, les organismes patronaux, syndicaux et communautaires établi depuis plusieurs années, le gouvernement fédéral refuse

Cette volonté qui transparaît dans tout le livre vert du ministre Axworthy heurte de front celle qui s'exprime de façon dominante au Québec et, contrairement aux visées fédérales, nous, de la CEO, de la CSN et de la FTQ croyons fermement que seule la récupération pleine et entière de la maîtrise d'œuvre par le gouvernement du Québec de tous les leviers économiques, sociaux et culturels créera l'environnement propice à l'épanouissement de toutes les potentialités de la société québécoise. » CEO, CSN et FTQ, Ottawa, 4 novembre 1994

« Cependant, en lançant le débat sur la réforme des programmes sociaux, le gouvernement confirme aussi nos appréhensions en matière constitutionnelle, à savoir que l'équipe en place à Ottawa est animée par un profond désir de faire au Canada un pays fortement centralisé.

« Ces mesures concernent principalement les programmes de formation professionnelle, les régimes d'apprentissage, les programmes de création directe d'emploi ou d'adaptation de main-d'œuvre. L'Association des manufacturiers du Québec a clairement indiqué que ces mesures actives devraient être la responsabilité du gouvernement provincial en ce qui concerne le rapatriement au Québec des budgets fédéraux consacrés au développement de la main-d'œuvre. » L'Association des manufacturiers du Québec, décembre 1994

2.2 LE CONSENSUS QUÉBÉCOIS

Le Québec, compte tenu de ses besoins actuels et futurs, ne peut même pas amorcer une discussion sur la base de ce projet parce qu'il est contraire à ses intérêts vitaux.

En d'autres mots, avec ce projet de réforme, le gouvernement fédéral veut tout centraliser à Ottawa afin de pouvoir imposer ses diktats aux provinces. Dans certains cas, le gouvernement fédéral serait même heureux de mettre de côté les provinces afin qu'il puisse établir directement des partenariats avec le secteur privé ainsi qu'avec les collectivités et les organismes communautaires.

Encore une fois, l'histoire se répète. Ayant l'objectif de sabrer considérablement dans les programmes sociaux, le livre vert est aussi une tentative évidente de mainmise du gouvernement fédéral sur des responsabilités provinciales. En ce sens, les orientations et les initiatives contenues dans le livre vert se situent dans la même veine que toutes celles qui ont été entreprises par le gouvernement fédéral depuis de nombreuses années. À certains égards, de par son livre vert, le gouvernement fédéral manifeste clairement son intention de prendre le plein contrôle de champs de compétence appartenant aux provinces.

« Enfin, cette réforme constitue dans les faits une offensive pour s'immiscer dans les domaines de l'éducation et de la sécurité sociale. » Diane Laberge, directrice générale, Institut canadien d'éducation des adultes, Ottawa, 31 octobre 1994

2.1 LES BESOINS SPÉCIFIQUES DU QUÉBEC

Caractérisé par sa langue, sa culture, son code civil, ses infrastructures sociales et économiques et la poursuite d'objectifs qui lui sont propres, le peuple du Québec veut prendre en main son développement. Depuis une trentaine d'années, la revendication de la pleine maîtrise d'oeuvre de certains champs a toujours été au coeur des demandes historiques du Québec.

Dès 1965, lors de la Conférence fédérale-provinciale sur la pauvreté, le ministre de la Famille et du Bien-être d'alors, René Lévesque, avait magistralement démontré comment l'ensemble des politiques sociales et économiques sont indissociables et combien elles nécessitent une coordination et une intégration. Il affirmait :

« ... le gouvernement du Québec est à mettre sur pied une nouvelle politique de sécurité sociale, qui implique non seulement une réorganisation des programmes qu'il administre à l'heure actuelle, mais aussi la récupération de programmes fédéraux qui n'auront leur pleine efficacité qu'une fois imbriqués - et au besoin repensés - dans un tout bien coordonné et bien ajusté aux exigences du groupe humain auquel il s'adresse. Une telle intégration est d'ailleurs requise par la nécessité évidente de considérer les mesures sociales comme partie intégrante de notre politique d'ensemble de développement économique et social. » *Gouvernement du Québec, Mémoire du Québec à la Conférence sur la pauvreté, Ottawa, 7 au 10 décembre 1965*

Dans ce mémoire, le gouvernement du Québec définissait sa politique de développement social et économique comme une politique faisant « entrer en ligne de compte, de façon intégrée, une politique sociale, une politique de développement régional, une politique de la main-d'oeuvre, une politique de la santé, une politique d'habitation et une politique de formation professionnelle. »

De manière quasi prophétique, le gouvernement du Québec concluait son mémoire ainsi : « Sans obligatoirement la contredire, cette politique globale ne correspondra pas nécessairement, dans son esprit et ses modalités d'application, à celle vers laquelle peut tendre le gouvernement du Canada ».

Depuis trente ans, le gouvernement fédéral a sans cesse refusé d'agréer aux demandes, combien légitimes et fondées, du Québec. Nous avons plutôt assisté à une intrusion constante du gouvernement fédéral dans ces champs, au détriment même du partage des responsabilités constitutionnelles, et cela — comme le rappelle si judicieusement le rapport majoritaire — au nom de son pouvoir de dépenser.

À l'inverse, la mise en oeuvre des propositions du rapport majoritaire conduirait sans aucun doute au démantèlement du Régime d'assistance publique. En effet, une fois retirées les sommes allouées au financement des services de garde, à l'aide sociale pour les enfants, aux mesures d'employabilité pour les aptes au travail, etc., ce qui resterait aux provinces en financement global s'appliquerait à bien peu de choses. Par contre, ce délestage du RAPC permettrait à Ottawa de s'immiscer davantage dans des champs où les provinces étaient seules en les bousculant pour prendre l'initiative, de façon éclatée et sans aucune chance d'atteindre l'objectif recherché.

Comme il est admis à plusieurs reprises dans les documents entourant la réforme, l'essentiel des compétences constitutionnelles dans le secteur social relèvent en exclusivité des provinces. Le livre vert lui-même reconnaît que « le champ de l'aide sociale et des services sociaux relève de la compétence des provinces ».

Nous soulignons ce fait pour indiquer au groupe majoritaire que l'intégration et la coordination des programmes de sécurité sociale ne peut se faire qu'au niveau provincial, à moins que les provinces n'acceptent de transférer toutes leurs juridictions sociales au niveau fédéral ; ce qui serait très surprenant pour la majorité d'entre elles... et tout simplement inimaginable dans le cas du Québec ! En conséquence, l'entêtement du gouvernement fédéral à vouloir se tailler des juridictions directes là où il n'en a pas résulte en un développement incohérent des politiques sociales, mal adapté aux besoins de notre époque. En réalité, cette voracité centralisatrice a considérablement ralenti l'évolution des programmes sociaux, souvent au détriment des plus démunis de notre société. Pour une bonne part, les problèmes auxquels nous sommes confrontés sont causés par le comportement d'Ottawa.

À l'intérieur de la structure constitutionnelle actuelle, le rôle du gouvernement fédéral n'est pas celui qu'il veut avoir. S'il veut vraiment jouer un rôle utile et dynamique dans la sécurité du revenu et les services sociaux, le gouvernement fédéral doit transférer les ressources fiscales nécessaires aux provinces qui ont la capacité et la volonté politiques d'adopter des programmes plus adéquats, quitte à implanter directement les siens dans les provinces qui préfèrent l'intervention fédérale.

considérablement abaissés. Cet abandon de l'universalité en a forcé plusieurs à conclure que la politique fédérale équivalait à considérer l'enfant comme un « vulgaire bien de consommation ».

Bien plus, « c'est à même ces chiches crédits accordés aux parents qui gagnent entre 25 000 \$ et 60 000 \$ qu'on veut financer l'aide aux " enfants pauvres ". »³

Compte tenu de ce contexte, l'idée souvent avancée de retirer les enfants de l'assistance sociale apparaît plutôt ambivalente : d'un côté, lors des consultations nationales, plusieurs se sont opposés à ce que la pauvreté des enfants soit considérée comme un problème qui peut être dissocié de la pauvreté de la famille pour être soumise à des interventions spécifiques :

« Si les enfants sont pauvres, c'est que leurs parents sont pauvres, et si ces derniers le sont, c'est parce qu'il n'y a pas d'emplois et que les services sociaux sont de plus en plus limités. » *Marge Reitsma-Streét, directrice, École de travail social, Université Laurentienne, Sudbury, 28 novembre 1994*

En conséquence, que la partie de la sécurité du revenu attribuable à la présence d'enfants dans la famille soit payée par un programme fédéral et celle relative aux parents par un programme provincial ne fait qu'ajouter aux nombreuses difficultés d'intégration et de coordination du système.

Services sociaux

La même attitude prévaut dans le domaine des services sociaux. La capacité du gouvernement fédéral de partager des coûts afférents aux services sociaux en vertu du RAPC n'est pas si limitée qu'on veut le laisser croire, surtout si l'on se réfère à son préambule qui nous dit que l'un des buts principaux du Régime est « ...la prévention et l'élimination des causes de la pauvreté et de la dépendance de l'assistance publique... ». Mais le gouvernement fédéral, ayant freiné l'élan des provinces dans cette direction par une interprétation très étroite du RAPC, le rapport majoritaire s'éveille maintenant à la nécessité de développer un ensemble de programmes de services sociaux plus modernes. Nous sommes bien contents de constater que la majorité libérale réalise que la lutte à la pauvreté n'est pas qu'une question de chèques ; mais nous aurions aimé qu'elle comprenne que seules les provinces sont en mesure d'organiser une lutte à la pauvreté structurée de façon complémentaire et intersectorielle et rivee sur les besoins. C'est cette conviction qui animait René Lévesque et Claude Castonguay quand ils voulaient rapatrier les allocations familiales pour assurer leur meilleure efficacité.

Comme le souligne le livre vert de façon cynique, « les provinces ont dû choisir entre l'innovation et les dollars du RAPC. Même avec un financement plafonné, si elles étaient plus souples, les règles du RAPC donneraient aux provinces la possibilité d'innover... tout en permettant de réaliser des économies. »

Doit-on conclure de ces propos que le gouvernement fédéral invoque sa propre turpitude pour accuser les programmes provinciaux de ne pas répondre à la réalité d'aujourd'hui et qu'en conséquence, des programmes fédéraux directs doivent être étendus jusqu'à intégrer les programmes provinciaux ? En réalité, le gouvernement canadien n'est intéressé par la lutte à la pauvreté que dans la mesure où les nouveaux programmes seront de compétences fédérales et ceux qui existent dans les provinces peuvent être récupérés par Ottawa.

En ce sens, les modifications proposées dans le rapport majoritaire concernant les prestations fiscales et les suppléments du revenu viendraient accélérer et compléter un transfert de juridiction en faveur du gouvernement fédéral amorcé par l'introduction du crédit d'impôt pour enfants à la fin des années 1970. En effet, la prestation fiscale vise à couvrir en partie les besoins fondamentaux des enfants (nourriture, vêtement, logement et autres), besoins qui sont déjà pris en charge par les systèmes provinciaux d'assistance sociale pour les ménages qui n'ont aucun ou que de très bas revenus.

Pour cette partie de la population, la prestation fiscale vient remplacer l'aide sociale et toute augmentation substantielle des prestations vers les niveaux suggérés dans le livre vert aurait pour effet de couvrir entièrement les besoins fondamentaux des enfants. Dans ce cas, étant donné que les dépenses des provinces pour les mêmes besoins ne seraient plus partageables avec le gouvernement fédéral en vertu du RAPC, les gouvernements provinciaux devraient continuer de verser l'assistance sociale ou tout simplement abandonner leur juridiction en faveur du gouvernement fédéral. On comprend facilement l'importance de ce changement radical dans les arrangements constitutionnels entourant la politique sociale.

Lorsqu'on se rappelle l'évolution de la politique sociale dans les 20 ou 25 dernières années, les prestations fiscales et les suppléments de revenus fédéraux actuels et ceux proposés ne constituent pas nécessairement la si grande avancée que le rapport majoritaire voudrait y voir. En fait, les prestations fiscales ont été développées à partir du régime fédéral universel d'allocations familiales qui a été transformé lentement en un régime de plus en plus sélectif et en combinaison avec d'autres mesures fiscales, elles ont aujourd'hui abandonné toute composante universelle.

D'ailleurs, l'augmentation de la prestation fiscale serait financée en grande partie par un ciblage plus étroit de la clientèle, c'est-à-dire que les niveaux d'allocation maximum seraient

intervenir de façon directe dans la sécurité du revenu et les services sociaux, il aurait très certainement choisi cette voie au lieu d'une influence indirecte et incomplète qui ne lui procure que très peu de visibilité politique et un contrôle incomplet sur la politique sociale.

De toute évidence, le gouvernement canadien ne veut plus se contenter de soutenir financièrement l'effort des provinces et, en conséquence, impute au RAPC des problèmes en apparence insolubles. À cet égard, on invoque l'impossibilité pour le Régime de partager les coûts des programmes provinciaux de sécurité du revenu ou de services sociaux s'adressant à des personnes et familles à faible revenu. Par exemple, les programmes SUPPRET et APPORT du Québec n'ont jamais pu être partagés en vertu du RAPC parce qu'ils n'utilisent pas un « test de besoins » pour déterminer l'admissibilité des prestataires. D'ailleurs, le rapport majoritaire reprend à son compte cette constatation du document de travail à l'effet que les provinces sont considérablement freinées dans la lutte à la pauvreté par les contraintes du RAPC :

« Une des difficultés est due aux règles restrictives du RAPC. Celles-ci interdisent d'utiliser les fonds fédéraux pour financer des mesures provinciales novatrices visant à aider les gens à passer de l'aide sociale à une situation plus autonome. Pour bon nombre de bénéficiaires de l'aide sociale, le fait d'occuper un emploi à faible salaire, même à temps partiel, peut entraîner une forte baisse de la prestation et la perte de précieux avantages sur le plan des soins dentaires, de l'assistance-médicaments ou des prestations d'invalidité, si cet emploi augmente leur revenu. Étant donné la façon dont les taux d'aide sociale sont conçus, il peut arriver que des familles accusent une perte nette si l'un des parents réintègre le marché du travail mais ne touche qu'un petit salaire. »

Normalement, on s'attendrait à ce que le remède proposé par le rapport majoritaire corresponde au diagnostic. Les « mesures novatrices » des provinces devraient être encouragées financièrement par le gouvernement fédéral, soit par une interprétation plus favorable du RAPC, un élargissement de ses paramètres ou l'établissement d'un nouveau programme de partage de coûts. Le livre vert mentionne que la réforme pourrait même s'orienter dans cette direction :

« Le gouvernement fédéral pourrait commencer par modifier les règles actuelles du RAPC afin de les assouplir et de les assortir aux mesures que les provinces aimeraient mettre en oeuvre pour atténuer les facteurs de dissuasion face à l'emploi et pour mieux répondre aux besoins des familles ayant des enfants.

Les modifications au RAPC, pourraient même donner aux provinces une plus grande latitude dans la poursuite de nouvelles priorités. Elle pourraient orienter davantage leurs programmes d'aide sociale et leurs services sociaux par des mesures favorisant le développement de l'enfant, par exemple en autorisant le partage des coûts associés aux programmes d'alimentation. Elles pourraient offrir aux personnes handicapées la possibilité de jouir d'une plus grande vie autonome quotidienne, un plus grand accès et un meilleur contrôle sur les appuis et les services dont elles ont besoin. »

Prestations fiscales pour enfants et suppléments du revenu

Le rapport majoritaire propose une augmentation substantielle du programme fédéral de suppléments de revenus de travail dans le sens des recommandations du document de travail. Également, le rapport recommande que le programme fédéral de prestations fiscales pour enfants soit élargi pour permettre, en collaboration avec les provinces, la création d'un régime de prestations fiscales intégrées pour les familles à faible revenu.

De façon générale, les objectifs socio-économiques poursuivis par ces deux programmes fédéraux sont très louables. Depuis le début des années 1970, des efforts considérables ont été faits par les deux ordres de gouvernement, quelquefois en collaboration, pour tenter de trouver une solution à ce qu'il est convenu d'appeler le « piège de la pauvreté ». L'approche généralement retenue pour éviter ce piège est de permettre aux familles à faible revenu de garder une partie décroissante des prestations d'assistance ou de supplément du revenu lors d'un retour sur le marché du travail. L'idée de favoriser le retour au travail par une comptabilisation des revenus à moins de 100 % est très bien acceptée au Canada comme dans d'autres pays. En fait, plusieurs provinces ont mis sur pied des programmes de ce genre, dont notamment le Québec avec son programme SUPRETT, aujourd'hui remplacé par le programme APPORT.

Bien conscients des désincitatifs sévères qui subsistent encore dans notre régime de sécurité du revenu, les députés du Bloc souscrivent d'emblée à leur élimination.

Cependant, vues avec un certain recul historique et compte tenu de la structure actuelle de nos programmes sociaux, les propositions du groupe majoritaire risquent de se solder par un transfert de juridiction en faveur du gouvernement fédéral et une division arbitraire dans la politique de sécurité du revenu.

Pour une bonne part, les problèmes juridiques ou constitutionnels soulevés par la réforme proviennent de la confusion sur la nature même du Régime d'assistance publique du Canada. En effet, le RAPC est une législation qui intervient indirectement dans le domaine social en permettant au gouvernement fédéral de payer une partie des frais encourus par les provinces ou leurs municipalités pour les programmes d'assistance sociale et de services sociaux, domaines pour lesquels le gouvernement fédéral n'a pas de pouvoirs législatifs directs dans la Constitution. En ce sens, le RAPC n'est pas un régime à frais partagés, mais plutôt un régime de partage des coûts des programmes provinciaux par lequel le gouvernement fédéral utilise son pouvoir de dépenser pour compenser son absence de pouvoirs directs.

Ceci étant dit, il y a donc une reconnaissance implicite, dans le Régime, que les domaines qu'il couvre sont de juridiction provinciale exclusive car si le gouvernement fédéral avait pu

recherche nécessaire à la création de liens avec les entreprises privées ? Si l'infrastructure de recherche universitaire canadienne est incapable de s'ajuster aux standards de qualité et aux nouvelles technologies, les entreprises privées n'auront d'autre choix que de tisser des liens à l'étranger. De quelle façon les universités éloignées des grands centres pourront-elles attirer les capitaux leur permettant de développer leur capacité de recherche ? Comment les universités pourront-elles se maintenir à la fine pointe des nouveaux horizons du savoir si elles n'ont pas la capacité financière d'œuvrer autant dans la recherche fondamentale qu'appliquée ? Surtout qu'en période de compressions budgétaires, l'octroi des subventions accordées à la recherche appliquée s'effectuera encore plus au détriment de la recherche fondamentale.

« Un collègue et un humaniste de l'Université de Victoria, M. Gordon Shrimpton, a fait la réflexion suivante. " Si l'on avait complètement cessé de faire de la recherche fondamentale pour consacrer tout son temps à diverses formes de recherche appliquée au tournant de ce siècle, les scientifiques seraient toujours en train de faire des essais pour essayer d'améliorer la roue du chariot en bois ". » M. Ehor Boyanowsky, président, Confederation of University Faculty Associations of B.C.

Le gouvernement fédéral semble oublier également que la recherche effectuée dans les universités permet de former et de préparer adéquatement les étudiants des 2^e et 3^e cycles. La participation de ces étudiants à un groupe se recherche leur permet de se familiariser autant à la gestion et à la réalisation d'un projet qu'au savoir acquis au cours de la recherche. C'est là un élément important de la formation d'un étudiant gradué. De plus, la participation à ces groupes permet aux étudiants de côtoyer les experts qui œuvrent dans leur secteur de spécialisation, de participer à des séminaires avec ces mêmes spécialistes et enfin, de tisser des liens qui pourront leur être utiles dans leurs recherches d'emploi ultérieures. Le gouvernement fédéral est donc en train de saborder plusieurs aspects de l'éducation postsecondaire dans l'unique but d'effectuer des compressions budgétaires.

1.10 LA SÉCURITÉ DU REVENU ET LES SERVICES SOCIAUX

Les propositions du livre vert, des documents d'étude et du rapport majoritaire relatives à la sécurité du revenu et aux services sociaux s'inscrivent dans un long processus de modifications au système par le gouvernement fédéral visant à « recycler » ses interventions indirectes en programmes exclusivement fédéraux. Ce transfert majeur de juridictions repose sur une remise en question complète du Régime d'assistance publique du Canada (RAPC) et sur l'élargissement substantiel des programmes fédéraux de prestations fiscales et de supplémentation du revenu.

« Dire que notre société de demain devra axer son développement sur le savoir, c'est avancer une grande vérité contemporaine. Mais il faut dépasser le stade du simple vœu, si pieux soit-il, et passer aux actes. » *Mémoire de l'Association des cadres des collèges du Québec, p. 17*

Avec la hausse des frais de scolarité qui s'annonce, ni le bon d'études, ni le prêt subventionné, ni l'utilisation des REER, ni le remboursement proportionnel au revenu mis ensemble ne pourront amener les étudiants moins nantis à accéder aux études supérieures. Comment peut-on prétendre alors que cette réforme vise à faciliter l'accessibilité aux études supérieures et améliorer la compétitivité canadienne sur la scène internationale ?

Nous, du Bloc Québécois, croyons fermement que le gouvernement fédéral n'est pas en mesure de rectifier l'égarement qui caractérise ses positions d'envisager sérieusement la réforme des programmes sociaux sous tous ces aspects et pas uniquement sous l'objectif avoué d'effectuer des coupures drastiques dont les conséquences seront néfastes.

« Minée par les impératifs budgétaires qui sont à l'origine du projet de réforme, la crédibilité du projet est aussi, à notre sens, lourdement entachée par sa vision extrêmement restrictive du rôle, de la mission et des finalités de l'éducation. » *Mémoire de la Fédération québécoise des professeures et professeurs d'université, p. 6*

Recherche universitaire

Tel que mentionné auparavant, en éliminant les paiements de transfert en espèces aux provinces, le gouvernement fédéral ne subventionnera plus les universités par l'entremise des sous-financement de la recherche universitaire et des fondations fragiles de son infrastructure. Qui plus est, les compressions budgétaires à répétition effectuées par le gouvernement fédéral au cours des dernières années dans la recherche universitaire par l'entremise des organismes subventionnaires, ont ébranlé sérieusement la capacité de recherche.

« Cette infrastructure a déjà souffert des répercussions de plus d'une décennie de contraintes budgétaires imposées dans tout le pays. Nous en arrivons donc à nous demander si le gouvernement fédéral est prêt à accepter la responsabilité de la dégradation de nos efforts de recherche et, par voie de conséquence, de notre compétitivité. » *Claude Lajeunesse, Association des universités et collèges du Canada, 1^{er} novembre 1994*

Afin de remédier à cette situation, le rapport majoritaire a fait preuve « d'imagination » et propose que le gouvernement fédéral « envisage des mesures pour continuer d'aider la recherche universitaire ». Le gouvernement fédéral envisage-t-il d'établir un fonds spécial d'aide à la recherche pour déterminer seul les critères et les standards de recherche tout en écartant les provinces, ou son aide n'est-elle qu'une pure fiction pour mener son patient à l'agonie ? De quelle façon les universités pourront-elles améliorer l'infrastructure de

l'endettement des étudiants. Cette situation contraignante mettra un frein aux aspirations de ceux qui désiraient obtenir un diplôme universitaire ou poursuivre leurs études à un niveau supérieur.

« Lorsque les choix des étudiants sont limités par la perspective d'un endettement massif, l'accessibilité est influencée de diverses manières. » *Fédération canadienne des étudiants,* 4 novembre 1994

Qui plus est, selon une étude menée par le Secrétaire de la jeunesse du Québec, « la principale raison d'abandon aux études supérieures est l'incapacité financière d'assumer ces études ». Les étudiants y penseront deux fois plutôt qu'une avant de contracter une dette d'études qui s'échelonnera sur toute une vie. Car il faut bien comprendre que cette dette pourrait doubler, voire même tripler, en calculant les intérêts qui seront cumulés sur une dette qui prendra 10, 15 ou même 25 ans à rembourser. La hausse constante des frais de scolarité des dernières années, découlant des incessantes compressions budgétaires effectuées par le gouvernement fédéral en matière d'éducation postsecondaire, provoque déjà des effets inquiétants. Par exemple, au Québec seulement, 766 étudiants ont dû déclarer faillite en 1993-1994. De plus, la fréquentation scolaire dans les universités du Québec a chuté de 3 % à l'automne 1994. Au Québec, l'Université Laval a pour sa part vu sa fréquentation diminuer de 5,2 % à cette même période.

« Nous reconnaissons qu'il faut réduire le déficit et, bien que nous le comprenions, nous sommes convaincus qu'il serait tout à fait inacceptable de demander à ceux dont l'éducation et la formation sont absolument essentielles pour l'avenir de notre pays d'assumer personnellement une part plus grande du fardeau financier. » *Art Knight, président directeur général,* Saskatchewan Institute of Applied Science and Technology, 24 novembre 1994

Comment peut-on demander à un étudiant de s'endetter de 20 000 \$, sans compter les intérêts sur cette dette, pour compléter un baccalauréat alors que le marché du travail n'offre que des emplois instables, précaires et mal rémunérés pour les jeunes diplômés, ce qui leur rend encore plus difficile la tâche de rembourser leur dette d'études ? Selon le rapport du Conseil canadien du développement social, *Données de base sur la pauvreté au Canada - 1994* : « Le nombre de familles pauvres ayant un bon niveau d'instruction augmente rapidement : dans 29 % de toutes les familles pauvres, quelqu'un avait un diplôme d'études postsecondaires, ce qui représente le double d'il y a dix ans ». Comment peut-on affirmer le plus sérieusement du monde : « De façon plus pratique, la prospérité économique du Canada peut être attribuée dans une large mesure à l'accès relativement général de ses citoyens à l'enseignement postsecondaire » comme le fait le rapport majoritaire, alors qu'au même moment le gouvernement fédéral érige des obstacles de taille pour ceux qui veulent atteindre ce niveau de connaissances.

compressions budgétaires venant d'Ottawa en matière d'éducation postsecondaire, ce qui a réduit leur marge de manœuvre au cours des 10 dernières années. Le ministre Axworthy ne montre toutefois aucun scrupule à affirmer que la réforme n'aura pas d'impact sur les frais de scolarité sauf si les provinces en décidaient autrement.

Selon l'Association des universités et collèges du Canada, la hausse des frais de scolarité atteindrait au moins 100 % dès l'entrée en vigueur de la réforme. Cette estimation a été confirmée par les fonctionnaires des ministères du Développement des ressources humaines et des Finances.

« Seulement 3 % des collèges publics américains offrant un programme d'études de 4 ans exigent des frais de scolarité de plus de 5 000 \$ par an. Il faut également souligner que même si les frais perçus par la plupart des établissements privés américains dépassent 5 000 \$, relativement peu d'étudiants paient en réalité la totalité de cette somme. » **Claude Lafrenesse, Fédération des universités et collèges du Canada, 1^{er} novembre 1994**

En examinant attentivement le tableau 2 de la page 11 du document d'information *L'apport du gouvernement fédéral à l'enseignement postsecondaire*, on peut constater que, dès l'application de la réforme telle que proposée et l'augmentation prévue des frais de scolarité, sept provinces canadiennes exigeront des frais de scolarité d'au moins 5 000 \$ annuellement, en y incluant les frais afférents.

Cette hausse soudaine aura des effets certains sur l'accessibilité aux études supérieures, contrairement à ce que prétend le Livre vert. Plusieurs témoins ont exprimé leur inquiétude à cet égard lors des audiences.

« Plutôt que d'ouvrir les portes et de rendre le système plus accessible, vous rendez le système moins accessible aux familles à revenu moins élevé, (...) qui sont beaucoup moins susceptibles de vouloir faire un gros emprunt pour payer des études, particulièrement si ce n'est pas une tradition dans leur milieu d'aller à l'université. » **Paul Browne, associé de recherche, Centre canadien de recherche en politique de rechange, 27 octobre 1994**

La proposition du gouvernement visant à instaurer le prêt élargi ou le bon d'études afin de minimiser l'impact de la hausse des frais de scolarité aura pour conséquence d'accroître l'endettement des étudiants, puisque les intérêts de ce prêt s'accumuleront pendant et après les études. Les effets du prêt élargi accompagné du prêt subventionné seront déterminants pour plusieurs étudiants. Car, à quoi servira la proposition du rapport majoritaire visant à instaurer une aide financière supplémentaire sous forme de bourses aux étudiants plus démunis, alors même que leur endettement, causée par le prêt élargi combiné au prêt subventionné, prendrait des proportions démesurées et incontrôlables qui seront déterminantes dans le choix d'un étudiant d'accéder ou non aux études supérieures. L'objectif de cette bourse est donc annulé : accorder de l'aide financière tout en minimisant

ceux qui proviennent de milieux défavorisés et qui ont peine à combler les besoins élémentaires de leur famille : peuvent-ils investir dans un REER, s'ils en possèdent un, peuvent-ils prendre le risque de l'utiliser pour financer les études de leurs enfants au détriment d'une retraite sans sécurité financière ? N'y a-t-il pas un risque à quasi forcer les adultes qui retournent aux études à utiliser leur REER, s'ils en possèdent un, pendant deux ou trois années consécutives ?

Le gouvernement fédéral a cru bon de proposer l'instauration de prêts remboursables en fonction du revenu afin de minimiser l'impact de l'endettement des étudiants résultant de la hausse dramatique des frais de scolarité qui entrera en vigueur dès l'application de la réforme. Un régime de prêt censé faciliter le remboursement de la dette étudiante.

« En effet, le Programme de Prêts à Remboursement Proportionnel au Revenu (PPRR) semble davantage destiné à justifier une hausse des frais de scolarité qu'à véritablement aider les étudiantes. Le PPRR semble être un nouveau moyen pour le fédéral de se désengager de ses responsabilités envers la jeunesse. » *Mémoire de la Fédération des étudiantes et étudiants de l'Université d'Ottawa, p. 7.*

Telle que proposée, et en tenant compte de la hausse importante des frais de scolarité dès l'entrée en vigueur de la réforme, cette modalité laisse plusieurs associations étudiantes et les députés du Bloc Québécois sceptiques quant à sa capacité d'atténuer les effets contraignants d'une augmentation sans précédent des frais de scolarité.

« Le RRR ne règle qu'une partie du problème, soit les modalités de remboursement du prêt. Il n'atténue en rien le problème de l'endettement, de l'impact d'un potentiel d'endettement élevé sur la décision d'un jeune à poursuivre ses études ou à décrocher. » *Mémoire de la Fédération étudiante universitaire du Québec, p. 7.*

Qui plus est, toujours selon le document d'information : « ... toute nouvelle approche fédérale des prêts aux étudiants devrait être soigneusement intégrée aux programmes existants... ». C'est donc dire que les exemptions d'intérêts et les subventions différées permettant de réduire le montant principal du prêt seront soumises aux conditions prévues dans la loi C-28 adoptée au printemps 1994. D'ailleurs, le gouvernement y affirme d'emblée : « ... pour que le régime soit viable, il doit partir de la prémisses selon laquelle la majorité des étudiants rembourseront toute leur dette ».

Accessibilité aux études supérieures

Le rapport majoritaire confirme explicitement l'incontournable hausse des frais de scolarité à la suite de l'élimination des paiements de transfert en espèces aux provinces. Comment celles-ci pourraient-elles réagir autrement à un manque à gagner de plus de 2 milliards de dollars dans leur trésor public ? D'autant plus qu'elles ont dû affronter plusieurs

Avec cette proposition, le gouvernement fédéral ne financera plus les établissements d'éducation postsecondaire par l'entremise des provinces. Selon le document d'information : « Suivant les options exposées dans les chapitres précédents, une plus grande portion de l'aide fédérale au titre de l'enseignement postsecondaire pourrait être dirigée vers les étudiants ». Le financement direct des collèges et universités serait dorénavant proportionnel au nombre d'étudiants inscrits à ces établissements scolaires.

Dans le but de minimiser l'impact des hausses de frais de scolarité provoquées par l'élimination des paiements de transfert en espèces aux provinces, le gouvernement fédéral propose la mise en oeuvre d'un prêt élargi ou bon d'études. Il s'agirait de prêts consentis à tous ceux et celles qui en feraient la demande pour accéder à l'éducation postsecondaire ; ils y auraient droit sans toutefois avoir à démontrer la nécessité de recevoir une telle aide financière. Ce bon d'études ne servirait qu'à payer les frais de scolarité et ne serait pas subventionné, c'est-à-dire que le gouvernement fédéral ne paierait pas, pendant la formation de l'étudiant, les intérêts qui seraient calculés sur la dette à rembourser.

Cette mesure ne concorde pas avec le principe premier de l'aide financière aux étudiants : répondre adéquatement aux besoins de ceux qui dépendent d'une aide financière pour accéder aux études supérieures.

Toujours selon la proposition du ministre Axworthy, le bon d'études ou prêt élargi, qui pourrait s'accompagner d'un prêt subventionné en fonction des besoins financiers des étudiants, servirait à défrayer les coûts de subsistance tels le logement, la nourriture, les livres et les frais de scolarité supplémentaires. Le gouvernement évoque toutefois la possibilité qu'un étudiant ait recours à un de ces prêts d'études seulement, ce qui diminuerait ainsi son endettement. Mais avec l'augmentation considérable des frais de scolarité, les étudiants dans le besoin n'auront d'autres choix que de recourir à ces deux types de prêts. L'endettement des étudiants atteindra ainsi des sommets sans précédent.

Dans le but d'augmenter la capacité financière des étudiants qui auront à absorber les nouvelles hausses, le gouvernement envisage l'utilisation des REER pour financer les études. Cette formule comporte de nombreux inconvénients et soulève plusieurs interrogations. Tout d'abord, comment peut-on envisager sérieusement l'utilisation des REER par les étudiants réguliers à temps plein alors même que la grande majorité d'entre eux n'ont pas encore de REER ou n'ont tout simplement pas les moyens d'épargner ?

La réforme propose toutefois que les parents puissent utiliser leurs REER afin de financer les études de leurs enfants. Comment peut-on demander encore une fois à la classe moyenne de puiser dans les économies réalisées au prix de plusieurs années de restrictions ? Que dire de

réclame les points d'impôt correspondant aux paiements de transfert actuellement versés au Québec au chapitre de l'enseignement postsecondaire. »

Le financement des programmes établis, principalement le secteur de l'éducation postsecondaire, représente une cible de choix pour l'exercice de compressions budgétaires du gouvernement fédéral et ce, depuis le milieu des années 1980. Bref, le financement des programmes établis en matière d'éducation postsecondaire fit l'objet de multiples compressions qui eurent pour conséquence de diminuer la marge de manœuvre financière des provinces.

La « nouvelle approche » élaborée par le gouvernement fédéral relativement au financement de l'éducation postsecondaire consiste encore une fois à effectuer des compressions budgétaires importantes. En effet, le gouvernement fédéral s'apprête à éliminer les paiements de transfert en espèce aux provinces en matière d'éducation postsecondaire et ce, dès 1996-1997. Or cette proposition entraînera une perte de plus de 2 milliards de dollars pour les trésors publics provinciaux. À lui seul, le Québec, en incluant l'abattement spécial, verra ses revenus diminuer de près de 700 millions de dollars. Le gouvernement fédéral justifie son option en insistant sur le fait que les paiements de transfert en espèce aux provinces disparaîtront de toute façon d'ici 10 ans et qu'il importe donc de trouver une solution pour contrer cette tendance.

La proposition du gouvernement libéral s'inscrit donc dans le processus amorcé par le gouvernement conservateur qui consiste à effectuer des coupures importantes dans les paiements de transfert dont le seul but avoué est de réduire les dépenses fédérales. Il justifie cette tendance par le fait que le Canada investit déjà proportionnellement plus que tout autre pays industrialisé dans l'enseignement postsecondaire. Ce qu'il faut rappeler, c'est qu'au moment où la compétitivité des économies est de plus en plus liée à la qualité des ressources humaines, le Canada est le pays, après les États-Unis — où une bonne part du financement provient du secteur privé —, où l'on retrouve l'un des plus fort taux de fréquentation aux études postsecondaires. Est-ce que l'objectif non avoué du gouvernement est d'abaisser le taux de fréquentation scolaire ?

Aide financière aux étudiants

La « nouvelle approche » prévoit transférer dans le système de prêts aux étudiants une partie des économies effectuées à la suite de l'élimination des paiements de transfert en espèce.

formation les changements requis pour répondre aux besoins nouveaux des entreprises, nous affirmons que ces remaniements en matière d'éducation et de formation professionnelle peuvent être mieux ciblés et pris en charge par les provinces qui sont responsables de l'éducation et de la formation. » **Chambre de commerce du Québec, 6 décembre 1994**

Que dire de plus ? Que ce soit sous l'angle de l'efficacité des interventions, du respect des compétences provinciales ou de la nécessité d'éliminer les coûts associés aux chevauchements et aux doublons, il ressort clairement des témoignages, tant des experts que des intervenants, que le gouvernement fédéral doit laisser aux provinces l'ensemble des interventions en matière d'éducation et de formation. Ces dernières seraient ainsi à même de procéder à une intégration complète des interventions dont elles sont constitutionnellement responsables et à les adapter aux réalités locales et communautaires.

« Que pourrait-on faire pour rendre plus efficace ce rôle important, encore que largement indirect, du gouvernement fédéral ? » Telle est la question que se pose le gouvernement dans son document *Un nouveau cadre de la politique économique* au sujet de l'acquisition des compétences. Et bien, nous lui répondons catégoriquement que la solution existe et qu'elle consiste en le retrait, avec pleine compensation financière pour les provinces, du gouvernement fédéral du domaine de l'acquisition des compétences (éducation, formation, apprentissage, alternance étude/travail, etc.).

L'éducation postsecondaire

La « nouvelle approche » préconisée dans le Livre vert concernant le financement de l'éducation postsecondaire s'inscrit, dit-on, dans la volonté de répondre aux critères d'assainissement des finances publiques fixés par le gouvernement fédéral et dictés par les investisseurs étrangers. Il va sans dire, toutefois, que cette vision trop restrictive, réduite à sa plus simple expression, aura des répercussions néfastes sur les conditions d'existence des Québécois et des Canadiens et surtout sur leurs perspectives d'avenir. Ce constat a été énoncé à plusieurs reprises par divers témoins lors des audiences tenues par le Comité et la « nouvelle approche » relative à l'éducation postsecondaire n'y a pas échappé. Durant le processus de consultations, plus de 90 % des intervenants du secteur de l'éducation se sont fortement opposés à une telle approche.

Le financement des programmes établis

« L'Assemblée nationale exprime sa solidarité envers l'ensemble des intervenants du milieu de l'éducation en dénonçant les coupures envisagées par le gouvernement fédéral en matière d'enseignement postsecondaire et lui

véritables coûts de son insatiable soit de centralisation et d'ingérence et son incapacité à être administrativement plus efficace : rappelons-le, les coûts supplémentaires associés à la présence de deux réseaux au Québec sont de l'ordre de plus de 250 millions de dollars.

Il ne faut surtout pas oublier que les difficultés apparentes du Régime sont dues à toutes ces manipulations. Cette année, le Compte se dirige vers un surplus de 2,7 milliards de dollars selon les dernières estimations que nous avons obtenues du DRHC. En l'espace de près de deux ans, le Compte aura versé près de 6 milliards de dollars pour rembourser son déficit cumulatif. Il ne saurait donc être question de laisser le Compte atteindre d'importants surplus. En effet, tant que le gouvernement ne modifiera pas les règles comptables du Compte pour le rendre plus transparent, ces surplus ne serviront qu'à masquer les incuries du gouvernement et à lui permettre d'atteindre artificiellement ses objectifs liés au déficit.

1.9 L'acquisition du savoir

« Mais il est clair que le gouvernement fédéral n'a pas de stratégie plausible pour améliorer la formation professionnelle au Canada. »

« Selon les observations internationales, des interventions spécifiques en matière de programmes sont probablement moins importantes que la création d'un système efficace de formation professionnelle. (...) C'est parce que les besoins des individus, des entreprises, des régions et la multiplicité des autres acteurs concernés par la formation professionnelle sont trop diverses pour s'accommoder à un seul programme. » **Leon Muszynski**²

« Les chevauchements de services et de programmes en éducation, particulièrement en formation professionnelle, constituent des coûts inacceptables à l'heure où le gouvernement fédéral s'apprête à sabrer une fois de plus dans le régime d'assurance-chômage et à rendre conditionnelles les prestations d'aide sociale au nom de la réduction de la dette publique. On voit mal comment l'établissement d'un guichet unique peut à lui seul résoudre le fouillis légendaire en formation professionnelle et en développement de la main-d'œuvre. » **Diane Laberge, directrice générale, Institut canadien d'éducation des adultes, Ottawa, 31 octobre 1994**

« Nous ne sommes pas les seuls à dire que si la formation améliore les chances de trouver un emploi, elle ne crée pas des emplois, sauf pour les moniteurs qui s'en occupent. La formation doit s'appuyer sur l'expérience et la connaissance du marché local de la main-d'œuvre et tenir compte pleinement des emplois qui peuvent effectivement être créés dans la collectivité. » **Michael Goldberg, Social Planning and Research Council of British Columbia, Vancouver, 16 novembre 1994**

« Le gouvernement fédéral a joué, et ce depuis plusieurs années un rôle actif en matière de formation professionnelle. Cependant, étant donné l'urgence d'apporter aux activités de

« Nous avons constaté qu'il y a beaucoup de confusion. Lorsqu'il y a un déficit de l'assurance-chômage — un déficit au compte général du gouvernement — nous considérons qu'il s'agit d'un compte à recevoir, puisqu'avec le temps ce déficit sera entièrement comblé par les travailleurs et les employeurs. Il s'agit d'un prêt du gouvernement au régime d'assurance-chômage ou vice-versa. Nous pensons qu'il serait préférable qu'il soit comptabilisé comme un compte à recevoir dans les comptes publics et non pas comme un déficit. » **Jean Sasseville, Institut canadien des actuaires, Ottawa, 26 octobre 1994**

Les modifications apportées au Régime depuis le début des années 1990 minent financièrement et politiquement ce système et détruisent de manière inévitable l'un des fondements sur lequel a été pourtant bâti le Canada, soit la solidarité interrégionale.

Par ailleurs, comme on l'a également affirmé au Comité, la structure du financement du Régime peut inciter les employeurs à accroître l'utilisation de l'emploi à temps partiel (moins de quinze heures par semaines) et du temps supplémentaire.

De plus, comme nous l'avons mentionné ci-haut, nous sommes d'accord que le fait d'associer l'admissibilité à des programmes et services au statut de prestataire est inéquitable, inefficace et stigmatisant pour les clientèles. Ce qui est aussi paradoxal, c'est que les travailleurs — par le biais de leurs cotisations à l'assurance-chômage — doivent de plus en plus financer des programmes réservés aux chômeurs, particulièrement de la formation, quant eux-mêmes ne reçoivent bien souvent aucune formation de la part de leur employeur. Par surcroît, comme le rappelle le rapport majoritaire, plusieurs études ont démontré que dans les faits les charges sociales payées par l'employeur — dans ce cas, les cotisations à l'assurance-chômage — prises en compte dans la détermination des salaires. En d'autres mots, les travailleurs seraient les seuls à effectivement contribuer.

En conséquence, l'orientation proposée par la majorité libérale, à savoir : « On pourrait aussi à long terme modifier le régime d'assurance-chômage pour l'utiliser à des fins nouvelles dans l'esprit des changements proposés dans la section 5 intitulée « Investir dans le capital humain », est carrément inacceptable. En plus de s'opposer à la baisse des taux de cotisation — réduisant même les déclarations des ministres des Finances et du Développement des ressources humaines quant aux effets d'une telle baisse sur la création d'emplois — afin de financer encore plus de mesures actives, donc encore plus d'ingérence, la majorité libérale laisse entrevoir que le régime d'assurance-chômage pourrait éventuellement servir à financer des initiatives dans les domaines suivants : formation ; réseaux d'information sur le marché du travail ; alphabétisation ; conseils sectoriels ; enseignement postsecondaire (aide aux étudiants) ; infrastructures de recherche ; services pour les personnes handicapées, etc., tous des domaines traités dans la section 5.

Pénaliser les chômeurs, faire payer les travailleurs et les employeurs et se servir du Compte d'assurance-chômage comme d'une « vache à lait », voilà la stratégie fédérale pour cacher les

Pour financer ses mesures actives et son ingérence dans des champs de compétence provinciaux, le gouvernement fédéral n'a pas hésité à transférer des coûts aux provinces et cela sur le dos des démunis.

Incidentement, c'est le Bloc Québécois qui tout au long des consultations a clairement et régulièrement illustré les conséquences des mesures incluses au budget de 1994. Les chiffres du tableau 2, tirés d'un document interne du DRHC, indiquent sans ambiguïté les conséquences pour les Maritimes — qui ont pourtant fortement appuyé le Parti libéral lors des dernières élections — et le Québec, et cela pour seulement une année.

TABLEAU 2

IMPACTS DU BUDGET 1994

RÉDUCTIONS DE LA VALEUR DES PRESTATIONS EN MILLIONS DE \$

Provinces de l'Atlantique	630
Québec	735
Ontario	560
Provinces de l'Ouest	430

Nous devons affirmer que l'utilisation abusive que fait le gouvernement fédéral du Régime d'assurance-chômage afin de s'immiscer encore plus dans des champs de compétence provinciaux pervertit le Régime. Le gouvernement fédéral outrepasse certainement la responsabilité constitutionnelle qui lui appartient en matière d'assurance-chômage et étire sérieusement l'élasticque comme l'indique cette affirmation de la majorité libérale :

« L'intervention du gouvernement fédéral touche principalement le développement d'une main-d'oeuvre compétente et mobile capable de contribuer à la croissance économique et découle, plus précisément, de sa responsabilité constitutionnelle en matière d'assurance-chômage. »

Depuis 1986, le gouvernement fédéral comptabilise des opérations du Compte d'assurance-chômage à l'intérieur de ses opérations courantes. Cette façon de faire est plus que discutable, surtout depuis que le gouvernement ne contribue plus au financement du Régime. Ainsi selon l'Institut Canadien des Actuaires et plusieurs autres intervenants, le mécanisme actuel fausse les résultats budgétaires du gouvernement étant donné que le Régime d'assurance-chômage est entièrement autofinancé.

Les propositions concernant les modifications au Régime d'assurance-chômage ont été catégoriquement rejetées. Nous sommes donc satisfaits de voir que le rapport majoritaire ne fait pas siennes les propositions avancées dans le livre vert, particulièrement celle visant à établir l'admissibilité en fonction du revenu familial qui aurait été si dommageable pour l'indépendance familiale des femmes.

Par contre, nous nous opposons fermement à la recommandation de la majorité libérale de restreindre encore une fois l'accessibilité au Régime et de réduire les prestations, plus spécifiquement le taux de remboursement. Le rapport majoritaire veut donc que le gouvernement poursuive l'oeuvre entreprise par les Conservateurs au début des années 1990, qu'ils ont tant décriée. Quel renversement spectaculaire !

Il ne fait aucun doute que cette recommandation de la majorité libérale sera fortement décriée. Les jeunes - qui devraient faire face à des hausses spectaculaires des frais de scolarité occasionnées par les intentions du gouvernement fédéral - sont, selon la majorité libérale, une cible qu'il faut particulièrement viser. **Le Bloc Québécois s'oppose fermement à ce que les jeunes, dont les perspectives d'avenir sont déjà loin d'être reluisantes, soient les bous émissaires de la lutte au déficit.** En effet, on ne peut certainement pas les rendre responsables de l'état des finances publiques fédérales. En proposant que les nouveaux travailleurs soient tenus d'avoir une durée de travail plus longue que les autres pour être admissibles à l'assurance-chômage, les libéraux font de la discrimination systémique à l'égard des jeunes et font en sorte qu'avec ce genre de recommandation les femmes qui retournent sur le marché du travail après une longue absence pourraient elles aussi être pénalisées.

Comme nous l'avons illustré au tout début de ce document, le Régime d'assurance-chômage a, depuis le début des années 1990, largement écopé. Il est devenu la « vache à lait » du gouvernement pour sa lutte au déficit. En effet, les très fortes compressions au niveau de l'accessibilité et de la générosité ont eu pour but, non pas d'abaisser les taux de cotisations, mais de pénaliser les prestataires et surtout de permettre au gouvernement de transférer le financement de toute une série de mesures (prestations basées sur le taux de chômage régional et mesures actives) du Conseil du Trésor au Compte d'assurance-chômage.

Les restrictions successives apportées au Régime ont contredit les affirmations voulant que les gens s'adaptent et qu'ils travailleraient plus longtemps. Les hausses importantes des clientèles à l'aide sociale enregistrées dans la foulée de ces modifications démontrent les préjugés et la méconnaissance des marchés du travail locaux dont font preuve les autorités politiques fédérales. Ces coupures ont aussi alourdi les budgets provinciaux affectés à l'aide sociale.

Cette façon de faire empêche aussi l'implantation d'un système de formation efficace et accessible à tous, où les besoins de formation seraient évalués non pas en fonction des places disponibles et du statut mais bien en fonction des caractéristiques et des aspirations de l'individu, tout en tenant compte des besoins du marché du travail.

Pour bien saisir ces besoins, les services d'information et de perspectives relatives au marché du travail jouent un rôle crucial. Mais encore une fois, la pertinence et la qualité de ces services gagnent énormément lorsqu'ils peuvent saisir adéquatement les besoins locaux. De façon surprenante, la foi centralisatrice de la majorité libérale va jusqu'à lui faire dire :

« Il serait tout naturel que le gouvernement fédéral se charge de veiller à ce que l'on produise des données de qualité sur le marché du travail. Ce serait compatible avec son mandat consistant à assurer la prospérité économique, à préserver le marché du travail et à développer une main-d'œuvre qualifiée, souple et mobile. »

Quant aux services d'emploi, nous faisons nôtre cette citation :

« L'élimination des dédoublements et des chevauchements inutiles devrait être le principe de base de la réforme de ces services. Le rôle joué par les Centres d'emploi du Canada devra être totalement repensé car ils n'ont jamais pu offrir des services d'une manière efficace qui répondent aux besoins de leur clientèle. Peut-être serait-il temps d'allouer la pleine responsabilité des services d'emploi aux provinces et de transférer le contrôle de la formation et peut-être même l'assurance-chômage aux représentants du patronat et de la main-d'œuvre. »

Leon Muszynski¹

Nous tenons à souligner que le gouvernement, dans son livre vert et son document d'information, est très critique par rapport à l'efficacité de ses propres services d'emploi. Ce n'est pas le modèle de colocation qu'il propose qui permettra de corriger cette situation. Rappelons que l'ancien Premier ministre du Québec, M. Daniel Johnson, un fédéraliste notoire, avait refusé de signer un projet d'entente basé sur ce modèle de guichet unique en la qualifiant « d'entente à rabais ».

Paradoxalement et malgré que les coûts administratifs liés aux chevauchements et aux dédoublements aient été estimés à plus de 250 millions de dollars par l'ancien gouvernement du Québec, le gouvernement fédéral refuse toujours de satisfaire la revendication du Québec à cet égard. Voilà pourtant un secteur où la lutte au déficit devrait agir.

¹ Leon Muszynski (1994), « Prosperity and Fairness for Canada », *A New Social Vision for Canada? Perspectives on the Federal Discussion Paper on Social Security Reform*, Keith Banting et Ken Battle (ed.), Ontario, School of Policy Studies, 140 p.

proposer l'employabilité comme solution miracle, le ministre perd de vue toute l'importance d'avoir une politique du marché du travail qui intègre autant l'offre que la demande.

Oubliant son propre diagnostic sur l'évolution du marché du travail, le livre vert ose prétendre : « La meilleure forme de sécurité, c'est d'avoir un emploi ». Tout comme le Président des États-Unis vient de le reconnaître dans son discours sur l'état de l'Union, le type de croissance économique actuel ne permet plus à un grand nombre de travailleurs et même à de nombreuses familles comptant sur deux sources de revenus de vivre dans la dignité et de recevoir une juste rétribution pour leur dur labeur. C'est pourquoi il propose une hausse du salaire minimum.

Dans le livre vert, l'absence de réflexion à l'égard de ces autres aspects d'une politique du marché du travail que sont notamment le salaire minimum, les conditions de travail, les normes du travail, etc., et même une réflexion sur le travail lui-même dans nos sociétés d'aujourd'hui et de demain, démontre l'absence de vision du gouvernement. La recommandation du rapport majoritaire de mettre en place un programme de supplément de revenu pour les familles avec enfants à faibles revenus est certes utile mais insuffisante. En effet, des milliers de travailleurs à temps plein continueront à gagner des revenus insuffisants les plaçant sous le seuil de pauvreté.

Par ailleurs, comme l'affirme la Commission canadienne de mise en valeur de la main-d'oeuvre : « Il nous faut intégrer les efforts de création d'emplois aux initiatives visant à favoriser le travail autonome, la formation ainsi que les plans de développement économique des collectivités. » Cette notion d'intégration, sur laquelle nous reviendrons, est essentielle. Pourtant le gouvernement fédéral, loin de travailler dans ce sens, fait marche arrière.

En effet, dès le premier avril 1995, DRHC entend se délester de la gestion du programme de développement des collectivités au profit d'organismes gouvernementaux de développement régional, comme le Bureau fédéral de développement régional du Québec (BFRDQ). Une telle décision concourt au renforcement du volet employabilité comme préoccupation dominante à l'intérieur du DRHC, le coupant encore plus des réalités locales du marché du travail et des entreprises.

En outre, plusieurs ont souligné que l'établissement de critères d'admissibilité aux divers services et programmes, particulièrement de formation, en fonction du statut de prestataire de l'assurance-chômage ou de l'aide sociale stigmatisait les clientèles. Cette approche exclut aussi un grand nombre de sans-emploi qui ne sont pas bénéficiaires d'une prestation des programmes de formation. Elle pénalise particulièrement les femmes qui veulent intégrer ou réintégrer après une longue absence le marché du travail.

« ... le document insiste sur le fait que les travailleurs doivent s'adapter individuellement, comme s'ils étaient à la fois la seule cause au problème du chômage généralisé, et la seule solution à ce problème. L'analyse penche très nettement du côté de l'offre. » Patricia Armstrong, directrice, School of Canadian Studies, Carleton University, Ottawa, 27 octobre 1994

La majorité des participants ont souligné qu'ils partageaient globalement le diagnostic posé par le livre vert quant à l'évolution du marché du travail au cours des dernières années. Par contre, comme nous le soutenons aussi, plusieurs des orientations et propositions avancées contredisent ce diagnostic, tout comme certaines des recommandations contenues dans le rapport majoritaire. Certains témoins ont d'ailleurs affirmé que le diagnostic était d'orientation progressiste mais les solutions, elles, étaient conservatrices !

D'emblée, il est essentiel d'affirmer que l'utilisation du mot emploi comme titre d'une section du livre vert est abusive et ne sert qu'à dissimuler l'absence d'une stratégie de création d'emplois. En effet, cette section porte avant tout sur les services d'emplois, l'assurance-chômage, la formation et les services de garde d'enfants, ainsi que l'adoption de conditions de travail souples pour appuyer les parents. L'accent n'est donc pas mis sur le développement de l'emploi mais comme l'a affirmé le ministre du DRHC devant le Comité : « Ce document insiste donc sur les moyens déployés pour favoriser l'employabilité ».

Le livre vert et les propos du ministre font de la formation une panacée et la réponse à tous nos problèmes. Le ministre aurait avantage à écouter tous ceux qui, comme la Commission canadienne de la mise en valeur de la main-d'œuvre, un organisme mis en place par le gouvernement fédéral lui-même, ont affirmé : « Or ce ne sont pas tous les chômeurs et les assistés sociaux qui ont besoin de formation. Il faut bien admettre qu'au Canada, plus de gens veulent travailler qu'il n'y a d'emplois. Il ne sert à rien non plus d'imposer la formation par la force. De toute façon, nous ne sommes tout simplement pas en mesure de former en même temps tous les chômeurs et les assistés sociaux ».

De plus, comme le souligne le Caledon Institute : « ... la conditionnalité (sic) entraîne un fardeau administratif considérable. Selon nous, il s'agit non seulement d'une mauvaise politique mais aussi d'une politique qui coûte très cher et qui entraîne un lourd fardeau administratif ». Nous sommes donc heureux de constater que le rapport majoritaire recommande au ministre d'abandonner son approche visant à rendre obligatoire la participation à des activités pour avoir droit à une prestation, que ce soit à l'assurance-chômage ou à l'aide sociale.

Cette obsession du gouvernement à culpabiliser les chômeurs, à les rendre responsables de leur propre sort occulte les vraies questions. Le problème principal est la rareté de l'emploi. À

provinces parce qu'une telle approche holistique d'intervention ne permet d'obtenir les résultats attendus que si elle est prise en main par les provinces, car l'essentiel des domaines qui doivent être pris en compte relève d'elles. C'est particulièrement vrai du Québec.

1.6 LA NON-RECONNAISSANCE DU QUÉBEC

Les besoins et les consensus spécifiques au Québec sont complètement occultés dans le rapport majoritaire. La majorité libérale omet odieusement de mettre sur la table tout le contenu Québec-Ottawa à l'égard du développement de la main-d'œuvre. Elle fait pourtant du respect de la diversité l'un des ses principes mais elle est incapable de reconnaître l'identité spécifique du peuple québécois.

La majorité libérale n'a nullement incorporé dans ses propositions les positions défendues lors des audiences tenues au Québec. Pourtant, une très forte majorité des intervenants québécois ont parfaitement illustré le fort consensus existant au Québec à l'effet que c'est au gouvernement du Québec que doivent revenir les pleines responsabilités en matière de développement social et de main-d'œuvre. Ils ont ainsi dénoncé avec force les interventions actuelles du gouvernement fédéral dans des domaines de compétence provinciale et ses intentions quant à l'avenir. Il nous faut aussi souligner que la nécessité pour le gouvernement fédéral de tenir compte des besoins et des aspirations du Québec a aussi été portée à l'attention du Comité par des groupes ou des personnes en provenance de provinces autres que le Québec.

Loin de refléter ces témoignages, le rapport majoritaire les camoufle, d'une manière que l'on pourrait qualifier de mesquine. Mettre en contradiction deux groupes du Québec - soit le Comité intersyndical de Montréal et la Coalition des aînés et aînées du Québec - au sujet du rôle du gouvernement fédéral dans le domaine de l'imposition de normes nationales, relève d'un processus qui frise la malhonnêteté. Le consensus québécois à ce sujet ne peut être plus clair : **les Québécois et les Québécoises ne veulent pas d'imposition de normes nationales par Ottawa dans les domaines qui appartiennent aux provinces.**

C'est devant une telle obstination à refuser d'acquiescer aux demandes minimales du Québec que de plus en plus de Québécoises et de Québécois en viennent à la conclusion que seule la souveraineté pourra nous permettre d'être enfin responsables de notre avenir et de pouvoir le façonner à notre goût. Cette reconnaissance du Québec demande d'aller plus loin que le simple débat sur la décentralisation de certaines fonctions administratives assumées par le gouvernement fédéral ou de mise en place de guichets en colocation.

« Pour ma part, je procéderaï à une décentralisation radicale [...]

Un régime fédéral ne doit pas nécessairement être administré à partir du centre. Ce n'est pas nécessairement efficace. Un des systèmes préconisés dans ce document est celui du guichet unique. Dites-moi sérieusement comment on va faire. On aura un système à guichet unique et les employés des bureaux d'Ottawa, de Fredéricton ou d'ailleurs devront tous rendre des comptes à l'administration centrale. » Alan Moscovitch, professeur et directeur du School of Social Work, Carleton University, Ottawa, 27 octobre 1994

À maintes reprises, nous avons entendu de tels témoignages démontrant l'inadéquation entre les besoins locaux et la panoplie des outils mis à la disposition des intervenants. Les principales critiques visent la rigidité des programmes, leur cloisonnement, les lourdeurs bureaucratiques occasionnées par la centralisation des pouvoirs décisionnels et par le nombre d'intervenants publics.

Plusieurs ont proposé au gouvernement fédéral de procéder à une décentralisation vers les provinces ou vers les communautés, pour rendre ainsi la prestation de services et programmes plus souple et afin que les prises de décision soient conformes aux réalités locales. Mais nous devons souligner qu'à l'exception du Québec, partout ailleurs des citoyens et des groupes, tout en valorisant cette nécessaire décentralisation, insistaient pour que le gouvernement fédéral continue à jouer un rôle actif, particulièrement par l'imposition de principes, de normes et d'objectifs nationaux forts. Certains intervenants insistaient tellement sur le nombre et le poids de ces paramètres que cela semblait contredire la décentralisation et la souplesse souhaitées.

Malgré la reconnaissance de l'échec de ses propres programmes, malgré les coûteux chevauchements et dédoublements, malgré le consensus québécois, le gouvernement fédéral, comme en témoigne le rapport majoritaire, s'entête. La décentralisation est une solution importante à certains problèmes affectant le Canada. Ce consensus dépasse maintenant les frontières du Québec. Mais le gouvernement fédéral s'obstine à n'offrir que des illusions de décentralisation comme le démontre le modèle de guichet en colocation qu'il propose.

Sensibilisée par la consultation à une approche de services et de développement basée sur la collectivité, laquelle nécessite une décentralisation, la majorité libérale établit maintenant que la deuxième priorité de la réforme - la première étant la lutte à la pauvreté chez les enfants - doit être le « développement communautaire durable ». Rappelons que le livre vert n'abordait nullement cette problématique qui, pourtant, n'est pas nouvelle. Nous, du Bloc Québécois, affirmons vigoureusement que nous ne tolérerons point que le gouvernement fédéral fasse affaire avec les intervenants locaux directement, en passant par dessus la tête des

rencontre fédérale-provinciale prévue pour le 18 avril 1994. Depuis lors, le ministre n'a pas osé rencontrer collectivement ses homologues provinciaux de peur de subir une nouvelle rebuffade. Au contraire, il pensait que les consultations conduites par le Comité lui permettraient de se bâtir un rapport de force au détriment des provinces. Mal lui en prit !

Cette façon de faire du gouvernement fédéral n'est pas nouvelle. Pendant de nombreuses années, il a toujours tenté d'ignorer la problématique constitutionnelle ou juridictionnelle, qui accompagne et conditionne toute modification en profondeur des programmes sociaux. Qu'on se rappelle l'obtention par le gouvernement fédéral d'un plus grand contrôle du système des allocations familiales à l'occasion de la révision de la sécurité sociale de 1973-1976, de son ingérence de plus en plus grande dans le domaine de la formation, particulièrement depuis le début des années 1990 qu'il appuie maintenant sur le Compte d'assurance-chômage pour financer cette offensive.

Ce gouvernement libéral devrait méditer les sages propos d'un des Premiers ministres du Canada :

« Notre constitution attribue aux provinces un vaste champ de compétence et de responsabilité. Une politique nationale qui ne respecterait pas pleinement et véritablement cette réalité ne pourrait réussir. Dans le domaine de la politique fédérale, il est étonnant de constater combien souvent nous faisons face à des exigences ou à des critiques qui vont implicitement, sinon explicitement, à l'encontre de cette réalité. Bien qu'elles puissent être formulées au nom de l'unité nationale, de telles exigences sapent, en réalité, les fondements mêmes de cette unité. »

Le Très Honorable Lester B. Pearson, Déclaration préliminaire, Conférence fédérale-provinciale, Ottawa, 19-22 juillet 1965.

Les recommandations du rapport majoritaire confirment, malgré le propos généreux, cette volonté ferme d'ingérence de la part du gouvernement fédéral. Selon la majorité libérale, « l'actualisation de la politique sociale du Canada ne peut se faire sans un renouvellement des relations fédérales-provinciales-territoriales » afin de pouvoir redéfinir les rôles et les responsabilités respectifs des gouvernements fédéral et provinciaux. Le « nouveau souffle » que veut donner la majorité libérale aux relations fédérales-provinciales pourrait s'appuyer, selon elle, sur des ententes administratives sans nécessairement toucher à la Constitution. Ce que nous, du Bloc Québécois, disons, c'est que le gouvernement fédéral affirme d'emblée, comme le rapport majoritaire, que la formation est un domaine à responsabilité partagée et qu'il ne veut que confier une plus grande responsabilité en cette matière aux provinces - et non pas laisser aux provinces l'entière responsabilité comme le revendique le Québec - qu'il interprète à sa façon la Constitution et cela inspire le rapport majoritaire.

intervention par son pouvoir de dépenser et, comme il le souligne aussi dans *Un nouveau cadre de la politique économique*, par :

« ... la responsabilité des provinces en matière d'éducation publique est sans équivoque. Cependant, étant donné que l'avenir de la nation est en jeu, cet investissement doit constituer un effort collectif, le principal critère de partage des efforts devant être la détermination de l'intervenant le mieux placé pour obtenir des résultats probants [...] L'intérêt que porte le gouvernement fédéral à aider les Canadiens et Canadiennes à acquérir des compétences, découle de sa responsabilité générale de promouvoir l'amélioration des résultats économiques et, plus précisément, de réduire le plus possible la portée et les conséquences du chômage. »

En affirmant que « le principal critère de partage des efforts devant être la détermination de l'intervenant le mieux placé », le gouvernement fédéral tente démagogiquement de préparer les mentalités à un accroissement de son omniprésence.

Comme nous le verrons plus loin, cette tentative de s'accaparer des compétences provinciales au nom d'une plus grande efficacité des interventions du gouvernement fédéral fait fi de l'expérience acquise au cours des dernières décennies et des besoins engendrés par le nouvel environnement économique et social.

Par cette attitude, le gouvernement fédéral fait aussi fi des résultats de ses propres sondages. Ainsi, le sondage mené par le Groupe Angus Reid pour le ministère du Développement des ressources humaines du Canada (DRHC) en juillet 1994 démontre clairement qu'une nette majorité de citoyens (60 %) estiment que le gouvernement provincial doit être responsable de fournir des programmes et des services d'emploi parce qu'il comprend mieux les besoins locaux. Il va sans dire que l'appui en faveur de cet ordre de gouvernement est encore plus manifeste au Québec.

Faut-il alors s'étonner que devant un tel résultat, le gouvernement fédéral, dans le cadre du troisième sondage effectué par la même firme, n'ait pas jugé utile de reprendre les questions au sujet des compétences? Ou nous cache-t-il les résultats? En effet, la seule question à ce sujet, selon le document rendu public par le ministère, est la suivante : « Est-ce que votre gouvernement provincial devrait participer aux discussions avec le gouvernement fédéral et les autres provinces au sujet de diverses propositions mentionnées dans le document de travail du gouvernement fédéral sur la réforme des programmes sociaux? ». Même nous, les députés du Bloc Québécois, aurions répondu oui à une telle question !

Cependant, nous affirmons depuis le début que ce projet de réforme est inacceptable pour les provinces. Il nous suffit de rappeler l'opposition farouche exprimée par plusieurs provinces dès le début, dont celle du Québec, de l'Ontario et de la Colombie-Britannique. Le ministre du Développement des ressources humaines n'eut alors d'autre choix que d'annuler la

Encore tout récemment, l'image des 26 000 personnes qui ont fait la queue durant de longues heures par un temps très froid - évoquant des images de la Grande Dépression des années 1930 - pour environ 1 200 postes supposément disponibles à une usine GM en Ontario, illustre éloquentement l'irréalisme de ceux qui affirment qu'il n'y pas de crise d'emploi mais une crise d'employabilité. À cet effet, le *Toronto Star* déclarait en éditorial : « Comme il prépare son budget, le ministre des Finances, Paul Martin, ferait bien de garder à l'esprit que le chômage est d'avantage un symptôme du manque d'emplois que le résultat d'une mauvaise volonté des travailleurs ». Pour sa part, Brenda Dalglish du *Maclean's* mentionnait avec justesse : « Le spectacle de Canadiens si désespérés de trouver un emploi décent qu'ils étaient prêts à faire la queue par une nuit d'hiver est un témoignage grave et désolant de l'anxiété d'une nation face au problème du travail ».

Sans nier le besoin et la nécessité de la formation, particulièrement de la formation technique, nous, du Bloc Québécois, affirmons clairement que le problème principal auquel font face les Québécois et les Canadiens est celui du manque d'emplois et nous dénonçons en conséquence l'absence de volonté ferme chez le gouvernement en ce qui regarde la création d'emplois.

Lorsque l'on considère, comme le fait le rapport majoritaire, que le plein emploi est un objectif « à caractère social », il n'est pas étonnant de voir le gouvernement errer.

Pour nous, du Bloc Québécois, une politique de création d'emplois doit avant tout être définie, articulée et mise en oeuvre dans le cadre d'un large partenariat entre le gouvernement et les secteurs patronal, syndical et communautaire et non pas être dessinée seulement dans les officines gouvernementales. Une telle politique doit miser sur les régions et les collectivités locales en visant à leur donner les outils nécessaires aux collectivités pour que les gens puissent espérer pouvoir vivre, travailler et progresser dans leur milieu. Elle doit aussi tenir compte des nouvelles formes de travail, dont l'important gisement que constituent les emplois de proximité. Elle doit aussi aborder l'ensemble des questions reliées à une politique du marché du travail. Nous y reviendrons. Pour le Bloc Québécois et pour la plupart des Québécois, le plein emploi est un objectif tant économique que social.

1.4 LA VOLONTÉ DE CENTRALISER AU DÉTRIMENT DES COMPÉTENCES PROVINCIALES

« En outre, par la lecture attentive du document de travail nous avons acquis deux certitudes. La première est que le gouvernement cherche obstinément à couper dans les dépenses publiques fédérales sans revoir la fiscalité canadienne. La seconde est que ce même État veut donner des services directs aux Canadiens et aux Canadiennes et ce même s'il en coûte des empiétements dans les juridictions constitutionnellement provinciales. » *Solidarité rurale du Québec, novembre 1994*

Tout au long du Document de travail, le gouvernement, tout en affirmant que plusieurs des domaines visés par sa réforme relèvent de la compétence des provinces, justifie son

création d'emplois dans le livre vert, le rapport majoritaire balait rapidement cette question cruciale sous le tapis. Pourtant, s'il y a un consensus fort qui doit ressortir de cette consultation, c'est bien celui-là.

En discourant sur ce qu'est une « stratégie moderne, crédible et responsable de création d'emplois », les députés libéraux manquent complètement le coche. Mettre bout à bout les livres vert, gris, mauve et orange n'est pas suffisant pour prétendre avoir une véritable politique d'emploi. L'arc-en-ciel libéral n'éblouit pas les Québécois ni les Canadiens !

Les députés libéraux démontrent encore une fois que le gouvernement qu'ils forment a mis au rancart sa promesse de faire de la création d'emplois sa principale priorité. Ils sont devenus, comme les Conservateurs de jadis, des adeptes de la seule lutte au déficit et du libre marché.

Le gouvernement se targue de la création de 362 000 emplois au Canada en utilisant les données se rapportant aux mois de décembre 1993 et 1994 mais il oublie de mentionner que cette performance est largement insuffisante. En effet, pour revenir à un taux d'emploi similaire à celui d'avant la récession (62,2 % en avril 1990), il manquait 765 000 emplois en décembre 1994. Pour le Québec, le manque s'élevait à 220 000 emplois. **Notons aussi que l'utilisation des mois de décembre est trompeuse puisque la moyenne annuelle de création d'emplois au Canada en 1994 est de 261 000 emplois, dont 70 000 au Québec.** Le rapport majoritaire ose, quant à lui, prétendre : « La reprise est réelle et a créé un nombre considérable de nouveaux emplois, soit plus de 400 000 l'année dernière ».

Si le Canada a bien figuré l'année dernière parmi les pays de l'OCDE, au plan de la croissance économique, c'est en grande partie parce qu'il a été l'un des premiers pays, sinon le premier, à entrer en récession au début de la décennie et l'un des derniers pays à en ressortir. Une situation essentiellement causée par la politique des hauts taux d'intérêt pratiquée par la Banque du Canada. Plusieurs ont alors parlé de la première récession « made in Canada ».

« Alors quand les gens demandent où se trouvent les emplois, je tiens à dire au comité qu'il commence à y avoir beaucoup d'emplois sur le marché du travail. Le problème, c'est que nous n'arrivons pas à trouver des gens pour les occuper. » **L'honorable Lloyd Axworthy, Ottawa, 17 octobre 1994**

Le livre vert et le ministre du DRHC voudraient nous faire accroire que le problème principal du marché du travail n'est pas le manque d'emplois mais le manque de personnes ayant les compétences nécessaires. Pour reprendre les termes du ministre, il y aurait une « crise d'employabilité », allant même jusqu'à prétendre que les trois quart des chômeurs n'ont pas les compétences suffisantes pour occuper un emploi. Pourtant les chiffres cités plus haut ainsi que les réalités quotidiennes contredisent clairement de telles affirmations.

l'ensemble des opérations gouvernementales, incluant les dépenses fiscales, à livre ouvert afin que la lutte au déficit soit équitable, juste et efficace.

Nous, du Bloc Québécois, disons plus que jamais que le gouvernement fédéral doit immédiatement cesser de s'attaquer aux programmes sociaux dans le cadre de sa lutte au déficit et de s'en prendre ainsi aux plus pauvres et à la classe moyenne.

Nous apprécions que le rapport majoritaire fasse écho à l'injustice ressentie par plusieurs devant le fait que de grandes entreprises, particulièrement les banques, ne paient pas d'impôts même si elles réalisent de faramenteux profits et que des individus puissent bénéficier d'échappatoires fiscales dont l'utilité sociale et économique est plus que douteuse.

Le gouvernement fédéral doit redéployer ses efforts et consacrer toute son énergie à la création d'emplois et à l'analyse de l'ensemble de ses dépenses, incluant les dépenses fiscales, afin d'éliminer les doublons, les chevauchements, les gaspillages dans l'appareil gouvernemental, les iniquités ainsi que les échappatoires fiscales inutiles et s'assurer de percevoir les revenus qui lui sont dûs. **Voilà la stratégie que propose depuis le début le Bloc Québécois afin de mener une lutte intelligente et efficace au déficit.**

Cette prise de position du Bloc Québécois reflète les valeurs qu'il défend et qu'il estime essentiel de préserver, soit la solidarité, l'équité et la justice sociale. Elle reflète aussi une compréhension des dynamiques sociale et économique. En effet, de plus en plus d'études démontrent clairement que les pays qui ont enregistré les meilleures croissances au cours des dernières années, tant au plan de la productivité, de l'emploi que de la richesse, sont ceux où les inégalités sociales sont les moins prononcées. Nous estimons que le rapport majoritaire n'a pas assez insisté sur cette réalité.

En continuant et même en accélérant le démantèlement des programmes sociaux entrepris sous les Conservateurs, le gouvernement libéral menace, non seulement la cohésion sociale, mais aussi la prospérité future du Canada.

1.3 L'EMPLOI : LE CHÂNON MANQUANT

« En fait, le livre vert ne contient aucune politique d'emploi mais constitue plutôt une politique contre les sans emploi. » Patricia Armstrong, directrice, School of Canadian Studies, Carleton University, Ottawa, 27 octobre 1994

En réponse à la quasi-totalité des témoignages qui identifiaient le manque d'emplois comme raison principale de l'accroissement du nombre de personnes ayant recours à l'assurance-chômage ainsi qu'à l'aide sociale et qui dénonçaient l'absence d'une stratégie de

Pourtant, les signataires du rapport majoritaire avaient dû tenir compte du contexte dans lequel cette note a été émise et de la validité de l'étude telle que reconnue par d'autres organismes, - voir Maude Barlow et David Robinson du Conseil des Canadiens dans le Globe and Mail du 11 janvier 1995. Pourtant, les auteurs de l'étude signalaient : « Pour l'essentiel, le présent document a démontré qu'il ne convient pas d'attribuer l'accroissement des déficits après 1975 à une croissance explosive des programmes de dépenses, mais à une chute des recettes fédérales relativement à la croissance du PIB et à la hausse des paiements d'intérêt ». Le rapport majoritaire aurait dû daigner retenir ce qui constitue l'une des principales conclusions des auteurs de la recherche pour en tirer les leçons qui s'imposent, d'autant plus que l'importante équipe de recherche aurait pu documenter le comité avant le moment de la rédaction du rapport.

D'autres groupes ont aussi adressé le même message au Comité en se basant sur leurs propres analyses. Dans une déclaration conjointe intitulée *Paying for Canada : Perspectives on Public Finance and National Programs*, le Social Planning Council of Metropolitan Toronto, le Child Poverty Action Group et le Citizens for Public Justice démontrent eux aussi que « les dépenses sociales ne sont pas la source du problème d'endettement du Canada. Pour l'essentiel, la sous-fiscalisation des particuliers plus nantis et des sociétés depuis le milieu des années 1970, combinée aux effets de l'intérêt cumulé à des taux nominaux élevés, a provoqué une accumulation paralysante de la dette nationale ».

Est-ce que les Libéraux, tout comme les Conservateurs avant eux, veulent eux aussi taire les vraies causes du déficit ? Passer sous silence les causes du déficit et faire semblant que le seul moyen de corriger l'état des finances publiques est de sabrer dans les programmes sociaux semble être aussi la stratégie privilégiée par le parti gouvernemental!

À notre avis, aucun autre groupe de la société n'a autant contribué à la lutte au déficit que la classe moyenne. Bien au contraire, durant ces mêmes années, certains pouvaient bénéficier de l'abaissement de la progressivité des impôts, de l'introduction d'exemptions pour gains de capital, de rendements alléchants dus à des taux d'intérêts élevés ou encore de la reconduction des privilèges associés aux fiducies familiales. Comme l'a souligné le Conseil canadien de développement social devant les membres du Comité, depuis 1981, les riches s'enrichissent et les pauvres s'appauvrissent. De 1981 à 1991, un transfert net d'environ cinq milliards de dollars se serait réalisé des plus pauvres vers les plus riches.

Il ne faut donc pas se surprendre du fait que le gouvernement fédéral n'ait jamais publié d'études chiffrant les impacts cumulatifs de l'ensemble des mesures que nous venons de décrire. Le gouvernement actuel refuse systématiquement la proposition du Bloc Québécois qui, dès le lendemain des élections, réclamait qu'on procède à une véritable analyse de

- l'imposition des prestations de la sécurité de la vieillesse au-delà d'un certain seuil de revenu;

- l'abolition du crédit d'impôts pour enfants et des allocations familiales ainsi que l'introduction de la prestation fiscale pour enfants;

- les modifications successives à l'assurance-chômage (McDougall et Valcourt);

- le plafonnement des augmentations annuelles des dépenses admissibles au RAPC pour les provinces de l'Ontario, de l'Alberta et de la Colombie-Britannique;

- l'imposition d'un plafond dans le cadre du financement des programmes établis (santé et éducation postsecondaire).

Si l'on comptabilisait l'ensemble des réductions entraînées par ces diverses mesures, le montant global se chiffrerait à plus de quatre-vingt milliards de dollars. Au seul titre des prestations de l'assurance-chômage, les restrictions successives (1990, 1993 et 1994) entraînent pour le Compte d'assurance-chômage des économies cumulatives dépassant les 20 milliards de dollars pour la période 1991-1996.

De plus, le retrait de la contribution financière du gouvernement fédéral et l'imputation au Compte des frais liés aux mesures productives auparavant payés par le Conseil du Trésor, ont occasionné des frais supplémentaires de plus de 20 milliards de dollars pour les cotisants. Ces manipulations du Régime totalisent plus de 40 milliards de dollars pour cette période. C'est ainsi que nous pouvons affirmer clairement que le gouvernement fait porter sa lutte au déficit sur le dos des chômeurs.

« C'est que le rapport ne semble pas tenir compte de la question la plus importante, qui est la sous-utilisation des capacités productives de notre économie qui, d'après nous, est la cause première de la dette publique et du déficit budgétaire. » Michael Goldbert, Social Planning and Research Council of British Columbia, Vancouver, 16 novembre 1994

Cette affirmation a été dite et redite devant le Comité. Plusieurs témoins ont fait référence à une étude de Statistique Canada qui démontrerait que seulement 2 % de la dette fédérale serait attribuable aux programmes sociaux. Il est décevant de voir que le rapport majoritaire essaie de discrediter ou d'atténuer grandement les résultats de cette étude en se référant à une note de Statistique Canada commentant cette recherche.

TABLEAU 1
COUPURES AUX PROGRAMMES SOCIAUX
EN MILLIONS DE \$

Source	94-95	95-96	96-97	97-98	98-99	99-2000	TOTAL
Budget 94	725	2 866	3 940	3 940 ¹	3 940 ¹	3 940 ¹	19 351
Toronto Star	-	1 500	1 500	1 500	1 500	1 500	7 500
TOTAL	725	4 366	5 440	5 440	5 440	5 440	26 851

1.

Devant l'absence de projections pour ces années dans les documents budgétaires de 1994, il est vraisemblable que les économies escomptées seront de même ampleur que celles prévues pour 1996-1997. Néanmoins, advenant un sérieux ralentissement ou même une récession, l'ampleur des économies pour le gouvernement fédéral serait alors beaucoup plus élevée et, inversement, en cas de forte croissance de l'emploi.

Lors de sa comparution devant le Comité, le ministre Axworthy affirmait :

« ... le budget de 1994 a annoncé des mesures visant à réduire les dépenses au titre de l'assurance-chômage de 2,4 milliards de dollars et on y prévoyait d'autres économies et par conséquent une diminution des cotisations d'assurance-chômage consécutive à la réforme de la sécurité sociale.

En outre, nous avons fixé un objectif de 10 p. 100 pour de nouvelles réductions de l'assurance-chômage, économies qui seraient réutilisées pour promouvoir des initiatives de créations d'emplois. » L'honorable Lloyd Axworthy, Ottawa, 17 octobre 1994

Cet objectif de réductions supplémentaires de 10 % annoncé par le ministre confirme-t-il les données révélées par le Toronto Star ou introduit-il des coupures additionnelles ? La cible supplémentaire de 10 % ne semble pas avoir satisfait le ministre des Finances.

En effet, les récentes annonces contradictoires du ministre du Développement des ressources humaines au sujet du report sine die de sa réforme et le cafouillage qui s'en est suivi sont l'illustration la plus éclatante que toute cette opération ne poursuivait qu'un seul but ultime : une réduction draconienne des dépenses affectées aux programmes sociaux, tout en voulant accroître le contrôle exercé par le gouvernement fédéral dans des domaines de compétence provinciale. Troublante annonce ! Elle laisse percevoir que le Cabinet des ministres a décidé de choisir la solution facile pour mener la lutte au déficit : s'attaquer une fois de plus aux démunis et à la classe moyenne.

Pourtant, les chiffres présentés tableau ne révèlent pas toute l'ampleur des compressions effectuées dans les programmes sociaux depuis la fin des années 1980 par le gouvernement fédéral, dont :

1.2 LES PROGRAMMES SOCIAUX ET LA LUTTE AU DÉFICIT : UNE CONTRIBUTION DÉMESURÉE

« Le processus qui a donné naissance au livre vert est une croisade contre le déficit fédéral. L'argument central de la réforme est la réduction du déficit. Tous les changements proposés s'inspirent de la réduction du déficit. L'individu est aux confins de votre sphère d'intérêts ».

Walter Fitzgerald, Mayor of Halifax, 30 novembre 1994

« La vaste réforme de la sécurité sociale proposée au nom de l'emploi et de l'innovation n'est autre chose que l'élément central de la politique fédérale de lutte au déficit. N'osant ramener la Banque du Canada à la raison et refusant d'agir du côté des revenus à la faveur d'une réforme de la fiscalité, la voie est toute tracée vers une réduction des dépenses sociales. C'est exactement ce que propose le livre vert. »

Mouvement action chômage de Montréal, Montréal, décembre 1994

Bien avant que le gouvernement publie son livre vert, le budget 1994 nous indiquait clairement quel serait l'objectif principal de la réforme des programmes sociaux : la réduction draconienne des coûts. En imposant à certains programmes sociaux des coupures de 7,5 milliards de dollars pour la période de 1994-1995 à 1996-1997, dont 5,5 milliards de dollars au seul titre de l'assurance-chômage, le gouvernement faisait essentiellement porter sa lutte au déficit par les chômeurs et la classe moyenne. Sur l'ensemble des économies induites par les nouvelles mesures instaurées par ce budget, la contribution des programmes sociaux (assurance-chômage, RAPC et FPE-postsecondaire) est de 38 %. Pourtant, ces postes budgétaires ne représentaient que 26 % des dépenses de programmes en 1993-1994.

Le même jour où le gouvernement rendait public le livre vert, le *Toronto Star* exposait au grand jour un document confidentiel provenant du Cabinet des ministres qui indiquait que le prochain budget fédéral introduirait des compressions additionnelles de 7,5 milliards de dollars dans les programmes sociaux pour les cinq prochaines années. Ainsi, les coupures dans ces programmes se chiffreraient à plus de 25 milliards de dollars pour l'ensemble de cette période, en projetant les coupures imposées par le budget 1994 sur le même horizon (voir tableau 1). La vraisemblance de cette fuite se trouvait confirmée par le livre vert lui-même. En effet, on peut lire à la page 24 du document : « Si d'autres mesures sont nécessaires pour respecter les objectifs du gouvernement relatifs à la maîtrise du déficit, elles seront annoncées dans le budget de 1995 ».

fut rien car plusieurs documents ont été rendus publics longtemps après l'amorce des travaux du Comité et d'autres l'ont été après la fin des consultations. À ce jour, les rapports techniques concernant l'évaluation du programme d'assurance-chômage ne sont pas encore disponibles, seuls des résumés le sont. Pourtant ce programme se trouve au coeur des réformes proposées.

D'ailleurs, ce manque d'informations faisait dire au Vérificateur général : « ... nous nous préoccupons particulièrement du fait que le Parlement, dans son examen des propositions de réforme, ne dispose pas suffisamment de renseignements sur le rendement et les effets des programmes sociaux en place ». Et d'ajouter le Vérificateur : « Ainsi, une analyse des modifications proposées aux programmes en place devrait comprendre un examen des effets défavorables qui pourraient résulter de la réforme ».

Néanmoins, les propositions gouvernementales sont tellement éloignées des attentes et des besoins des Québécois et des Canadiens qu'elles ont été massivement rejetées. Les nombreuses manifestations et consultations parallèles menées par des groupes sociaux témoignent d'ailleurs de ce rejet. Contrairement au ministre du Développement des ressources humaines qui a mis en doute la représentativité des témoignages entendus, nous sommes en mesure d'affirmer que les consultations menées à travers toutes les provinces reflètent bien l'opinion du monde ordinaire et la compréhension qu'ont les Québécois et les Canadiens de ce projet de réforme. La tentative du ministre de discréditer les consultations, processus qu'il a pourtant lui-même lancé, reflète probablement son désarroi devant le fait que ses véritables intentions ont été perçues et dénoncées.

Par ailleurs, plusieurs témoins ont porté à l'attention du Comité leurs doléances face au manque de vision globale du gouvernement. L'exclusion du logement social, des pensions, de la santé et des services sociaux du document de travail sur la réforme des programmes sociaux éliminait d'emblée l'élaboration d'une approche intégrée face aux problèmes identifiés. Pour ces témoins, on ne peut parler de lutte à la pauvreté, d'insertion sur le marché du travail et de priorités à établir sans tenir compte de l'apport considérable de ces champs spécifiques.

Rappelons que dans son budget publié en février 1994, le ministre des Finances annonçait : « Au cours des prochains mois, nous publierons un document qui analysera les besoins d'une société vieillissante en matière de services, de même que les changements à apporter au régime de pension public de manière que celui-ci reste abordable. Ce document examinera également les changements qu'il pourrait être nécessaire d'apporter au régime fiscal actuel de l'épargne-retraite privée ». À la veille du dépôt du budget 1995 et devant l'absence du document annoncé, il y crainte de voir le ministre des Finances modifier unilatéralement, sans consultations publiques, ces importants programmes.

seulement à l'utilisation accrue du Régime d'assurance-chômage qui est proposée pour accroître la présence fédérale dans le domaine de la formation et du développement de la main-d'oeuvre !

Enfin, ce rapport minoritaire a aussi sa raison d'être, particulièrement à la veille du dépôt du budget, pour illustrer clairement à quel point le gouvernement fédéral fait fausse route en s'en prenant surtout aux programmes sociaux dans sa lutte au déficit, s'attaquant ainsi aux plus démunis et à la classe moyenne. Cette stratégie est inefficace et dangereuse car elle menace la cohésion sociale de nos deux sociétés et nuit à leur dynamisme économique.

Dans les pages qui suivent, nous expliquons les raisons qui motivent ce rapport, nous commentons certaines des recommandations du rapport majoritaire, nous posons clairement la question des deux pays dans un et nous énonçons notre propre vision d'une réforme des programmes sociaux.

PARTIE I - COMMENTAIRES GÉNÉRAUX

Parmi les commentaires les plus souvent exprimés au cours des consultations, on retrouve notamment : l'absence d'une vision globale ; l'absence de préoccupations à l'égard de la création d'emplois ; la poursuite d'un seul objectif prioritaire, soit la réduction des dépenses ; la nécessité d'établir un véritable guichet unique au niveau local, tant pour les services d'emploi que pour la formation, et de décentraliser le processus décisionnel ; le manque de préoccupation à l'égard des conséquences des propositions pour les femmes ; l'absence d'engagements fermes en matière d'équité.

Avant de commenter spécifiquement certains de ces points, commençons par le processus de consultations lui-même.

1.1 LE PROCESSUS DE CONSULTATION

Dès le départ, nous tenons à témoigner du grand intérêt manifesté par les citoyens et les groupes et de la qualité des présentations, et ce malgré le court laps de temps qui leur a été octroyé pour s'inscrire et se préparer.

Nous tenons aussi à exprimer notre vive déception et notre indignation au ministre du Développement des ressources humaines devant les retards à publier l'ensemble des documents d'information dans des délais décents. Le ministre avait annoncé, lors de sa comparution, que ces documents seraient disponibles pour alimenter les discussions. Il n'en

L'accueil réservé aux députés du Bloc Québécois lors de la tournée de consultations confirme qu'au-delà des positions qui nous démarquent quant à l'avenir du Québec et du Canada, le Bloc Québécois est vu par plusieurs comme le seul défenseur des valeurs et des idéaux d'équité, de justice et de solidarité sociale sur la scène politique canadienne. Cette consultation nous a profondément convaincus du fait que le gouvernement fédéral manque de vision globale et choisit la manière la plus facile, mais en même temps la plus odieuse, de mener sa lutte contre le déficit en la faisant porter sur les plus démunis et la classe moyenne. La majorité des personnes entendues, tout en concédant la nécessité d'une réforme, n'acceptent pas que le gouvernement fédéral sacrifie sur l'autel du déficit ces valeurs et ces idéaux en s'attaquant, comme il le fait systématiquement, aux programmes sociaux. Cette stratégie est d'autant plus critiquée qu'elle s'avère de plus en plus inefficace et qu'elle menace la cohésion sociale, pourtant si essentielle à tout dynamisme économique.

Tout au long des consultations, le Comité permanent du Développement des ressources humaines a été témoin du rejet sans équivoque de la plupart des grandes orientations proposées par le gouvernement fédéral dans son document de travail intitulé *La sécurité sociale dans le Canada de demain*. En ce sens, le rapport majoritaire traduit très mal les préoccupations et les recommandations véhiculées par les centaines de citoyens et de groupes entendus.

Nous, les députés du Bloc Québécois membres du Comité, produisons une opinion minoritaire parce que nous estimons que les recommandations du rapport majoritaire sont tout de même inacceptables pour les provinces, particulièrement pour le Québec. Leur mise en oeuvre constituerait une charge sans précédent du gouvernement fédéral dans des domaines de compétence provinciale. Malgré leur bel emballage, ces recommandations ne serviraient aucunement les premiers intéressés, soit les citoyens. Au contraire, elles annoncent une multiplication des doublons et des affrontements à ne plus finir.

Nous croyons aussi, malgré le cafouillis entourant les annonces contradictoires et successives du ministre du Développement des ressources humaines quant au report sine die ou non de la réforme des programmes sociaux, que ce rapport minoritaire a toute son utilité. En effet, plusieurs des orientations préconisées par le rapport majoritaire doivent être vigoureusement dénoncées parce qu'elles indiquent trop bien la tendance plus que naturelle du gouvernement fédéral, particulièrement de l'actuel gouvernement, à s'immiscer encore plus dans des champs de compétence provinciaux. Elles doivent être dénoncées parce que plusieurs d'entre elles peuvent être mises en place de manière unilatérale et risquent de l'être. Que l'on pense

Dans le seul but d'alléger le texte,
la forme masculine désigne, s'il y a lieu,
aussi bien les femmes que les hommes

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LA RÉFORME DES PROGRAMMES SOCIAUX
RAPPORT MINORITAIRE DU BLOC QUÉBÉCOIS

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LA RÉFORME DES PROGRAMMES SOCIAUX
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POUR FAIRE FACE AUX DÉFIS DU XXI^e SIÈCLE :
UNE RÉFORME DIFFÉRENTE ET MIEUX ADAPTÉE
RAPPORT MINORITAIRE DU BLOC QUÉBÉCOIS
FRANCINE LALONDE
ANTOINE DUBÉ
PAUL CRÊTE
LE LUNDI 6 FÉVRIER 1995

Un exemplaire des procès-verbaux et témoignages s'y rapportant (fascicules n^{os} 12, 14, 15, 18 et de 26 à 67 incluant le présent rapport) est déposé.

Respectueusement soumis,
Le président,

FRANCIS LeBLANC

- Les participants et les participantes estiment que le secteur privé (les sociétés) devrait jouer un rôle plus important dans les programmes sociaux, soit par une contribution plus importante au système sous la forme d'impôts plus élevés, soit en collaborant davantage avec le gouvernement à la création d'emplois.
- Sources: Réponse des Canadiens aux propositions visant la réforme des programmes sociaux du Canada, Rapport intérimaire: Cahier de consultation *Qu'en dites vous*, Ottawa, D.R. Harley Consultants Ltd., 16 janvier 1995, p. i-v

Un nombre beaucoup moins élevé opte pour la **modification du Régime actuel d'assurance-chômage**. Plus du tiers se dit favorable à une combinaison des deux approches.

- On s'entend généralement sur le fait que le système de sécurité sociale actuel garde les gens dans l'engrenage sans fin de l'aide sociale, et on croit que le gouvernement devrait faire preuve de plus de souplesse et permettre à ces personnes de régler leurs propres problèmes. Nombre de Canadiens se disent d'avis que les gens devraient être plus responsables de leur propre bien-être.
- Les participants et les participantes font preuve de créativité et de souplesse dans leurs réponses à des questions difficiles. Cela donne, par exemple, une interprétation très large du concept d'aide sociale reliée à des travaux ou services obligatoires, car ce concept incluerait les études et toutes sortes d'autres activités. On propose aussi de modifier le mode de remise des prestations afin de réduire les abus, par exemple en remettant des bons d'achat avec pièce justificative, des timbres pour la nourriture, etc., au lieu de versements en espèces.
- Le moyen le plus souvent proposé pour aider les parents à établir un équilibre entre leur travail et leurs responsabilités familiales est d'offrir plus de services de garde d'enfants et de garderies.

EDUCATION

- Les participants et les participantes sont d'opinion à peu près également divisée quant à savoir si les étudiants et les étudiantes devraient payer une plus large part du coût de leurs études. Les réponses indiquent que les accords de financement entre le fédéral et les provinces sont loin d'être clairs pour tout le monde. Par conséquent, les participants et les participantes semblent moins en mesure de s'entendre sur la façon dont le gouvernement fédéral devrait aborder la question du financement de l'enseignement postsecondaire.
- La majorité des participants et des participantes appuient les propositions concernant le projet de **Prêts à remboursement relatif au revenu**, mais expriment certaines craintes quant à la façon d'administrer ce projet et à ses effets sur les étudiants et les étudiantes qui seraient incapables de trouver un emploi rémunérateur après l'obtention de leur diplôme. On manifeste un appui moins fort envers les **RER** pour payer ses études.
- Plusieurs demandes ont été faites d'apporter des améliorations importantes au système d'éducation canadien. Les changements proposés visent à rendre l'éducation accessible à tous, et à mieux axer le système d'éducation sur les besoins du marché du travail.

EXECUTION DES PROGRAMMES

- Les opinions divergent quant à savoir quel ordre de gouvernement, soit le gouvernement fédéral ou les provinces, devrait contrôler l'administration des programmes sociaux. Certaines personnes réclament des **principes nationaux** clairs, afin que les programmes sociaux soient uniformes partout au pays, tandis que d'autres insistent pour que l'on attribue plus de pouvoirs aux provinces.

Dans mon esprit, à l'heure actuelle, les Canadiens sont protégés. Ils le sont n'est-ce pas?

Homme de 47 ans du Manitoba

Pas d'emplois, pas d'avenir, le filet de sécurité est encore nécessaire.

Homme de 51 ans de l'Î.-P.-É.

• Les participants et les participantes apprécient le fait que le système de sécurité sociale actuel protège les Canadiens vulnérables. Par contre, la plupart d'entre eux ne se considèrent habituellement pas comme étant personnellement vulnérables ou dans le besoin. On perçoit plutôt dans les réponses, une opposition entre «eux autres» et «nous autres». Ainsi, les personnes qui se considèrent comme des petits salariés font part de leur colère devant ce qu'elles perçoivent comme des avantages ou des abris fiscaux pour les riches. Elles soupçonnent aussi un abus généralisé des programmes sociaux par leurs voisins moins motivés.

• Souvent, les gens expriment un point de vue tout à fait personnel dans leurs réponses. Par conséquent, ces personnes ont un sentiment de possession très marqué relativement aux programmes sociaux et sont intéressées à ce que «leur» argent soit utilisé de la meilleure façon possible. Un des moyens qu'elles privilégient pour améliorer les programmes est de mieux cibler les bénéficiaires des prestations, en changeant les conditions d'admissibilité ou en changeant l'orientation des programmes d'aide.

• Bien des personnes participantes ne mentionnent pas explicitement le coût des programmes sociaux comme motif d'inquiétude. Elles insistent généralement sur la nécessité de réduire le déficit, de dépenser l'argent d'une façon plus sage et de relier plus couramment les prestations à des travaux ou à des services offerts en échange par les prestataires. D'autre part, elles manifestent un appui généralisé à la possibilité d'instaurer un **revenu annuel garanti** pour aider les gens démunis, en dépit du coût élevé d'un tel système.

L'EMPLOI

• Une grande partie des participants et des participantes sont d'avis que l'on devrait donner plus d'importance aux services qui améliorent les compétences et les possibilités d'emploi des personnes en chômage, et moins au soutien financier de ces personnes.

• Les participants et les participantes ont des opinions divergentes quant à la méthode à adopter par le gouvernement pour améliorer le Programme d'assurance-chômage et quant aux façons d'utiliser l'argent éventuellement épargné grâce aux changements. Un peu moins d'un tiers des participants et des participantes semblent pencher pour un **Nouveau régime d'assurance-emploi**.

Résumé des réponses aux cahiers de consultation

Ce rapport intérimaire contient une analyse préliminaire des 25 318 cahiers de consultation *Qu'en dites-vous?*, reçus en date du 31 décembre 1994. Le cahier était une des façons dont les Canadiens pouvaient faire connaître leurs points de vue sur le document de discussion *La Sécurité sociale dans le Canada de demain*, publié récemment. Comme on peut le constater sur la figure qui suit, les Canadiens de tout le pays ont participé à ce processus de consultation.

Même si les réponses ont été nombreuses, il faudra interpréter les résultats avec prudence. Les Canadiens qui ont participé à cette consultation ne sont pas forcément représentatifs d'un point de vue statistique, de l'ensemble des Canadiens. À titre d'exemple, de tous les répondants, plus de la moitié étaient des hommes et moins de 20 p. 100 étaient du Québec. L'analyse que présente ce rapport vise, d'une façon non scientifique, à déterminer les préférences générales des participants et des participantes et à présenter des suggestions et des commentaires précis proposés volontairement. Le cahier de consultation était conçu d'abord et avant tout pour aider les Canadiens à exprimer leurs points de vue sur les programmes sociaux dans leurs propres mots.

Dans l'ensemble, les participants et les participantes semblent avoir fait beaucoup d'efforts pour remplir ce cahier de consultation. On peut s'en rendre compte dans les réponses élaborées que l'on a données aux questions à réponse libre. En substance, les réponses sont tirées en grande partie d'expériences personnelles ou présentées sous forme d'anecdotes. Les gens ont décrit leurs conditions de vie et leur situation financière, en s'appuyant souvent sur des chiffres détaillés. Dans plusieurs cas, ces chiffres servent à démontrer, notamment, comment l'aide sociale ne subvient pas à tous leurs besoins financiers ou pour indiquer à quel point, en tant que contribuables, ils subissent des pressions insupportables.

Dans l'ensemble, on peut observer les caractéristiques suivantes dans les réponses inscrites au cahier de consultation :

NECESSITÉ D'UN CHANGEMENT

- Les participants et les participantes manifestent un sentiment d'urgence quant à la réforme des programmes sociaux et un désir de voir modifier globalement le filet de sécurité sociale. Plus de 90 p. 100 se disent d'accord sur le besoin d'apporter maintenant des changements au système de sécurité sociale.

- Tout en montrant de l'enthousiasme envers le changement, ils ont toutefois des points de vue très divers sur les choses à changer et sur la façon de mettre en œuvre les modifications.

démographiques remplacent les crédits d'impôt. L'assiette fiscale correspond donc au revenu total établi sans déduction de crédits. Pour obtenir le taux marginal d'impôt, on divise les recettes totales nécessaires par l'assiette fiscale. D'après les chiffres de Revenu Canada Impôt, le revenu total établi des personnes de moins de 65 ans se chiffrait à 375,1 milliards de dollars en 1992.

$$\text{Taux d'impôt combiné} = 158,9/375,1 = 0,42$$

Le taux d'imposition nécessaire est donc de 42 p. 100. Pour mieux vous situer, disons qu'il s'agit du même taux que le taux d'imposition moyen combiné actuel à Terre-Neuve.

CONCLUSION

Il convient de souligner qu'il ne s'agit ici que d'un exemple très artificiel de RAG donné à titre indicatif. Nous n'avons pas élaboré de programme détaillé de subventions démographiques pour enfants ni pour personnes handicapées ni pour celles qui entreprennent une formation ou des études, tout comme nous n'avons pas calculé les économies qui résulteraient de la simplification du Régime de sécurité sociale ni tenu compte des changements éventuels au niveau de l'offre de travailleurs. Ce genre de système fonctionne vraiment à l'inverse du régime fiscal. Le montant des recettes nécessaires pour financer les subventions démographiques est habituellement supérieur à celui qu'il faut pour financer le reste des dépenses du gouvernement.

Comme nous l'avons fait observer dans la conclusion du présent rapport, le débat sur la réforme de la politique sociale va se poursuivre. L'idée d'un RAG est intéressante, mais comme le montre l'exemple ci-dessus, ce genre de régime peut avoir d'importantes répercussions en matière de coûts et de taux d'imposition, qui méritent un examen plus approfondi. Nous sommes persuadés que le document que le ministère publiera sur le RAG apportera sa propre contribution à ce débat.

Par conséquent, si le modèle proposé de RAG était en vigueur en 1992, les gouvernements fédéral et provinciaux devraient toucher des recettes fiscales en impôt personnel de 158,9 milliards de dollars. Pour compléter notre exemple artificiel, il nous faut calculer le taux marginal d'impôt nécessaire. En plus de remplacer les programmes de soutien du revenu mentionnés ci-dessus, les subventions

Gouvernement	Utilisation	Montant (en milliards de dollars)	Net (en milliards de dollars)
Fédéral	Subventions démogra- phiques	111,6	111,6
	Activités : actuelles	53,8	
	Moins économies	28,6	25,2
Provincial	Activités	22,1	22,1
Combiné	Tous		158,9

L'impôt uniforme constitue l'exemple arithmétique le plus simple à utiliser. Les gouvernements fédéral et provinciaux auront besoin de recettes fiscales pour financer leurs activités qui, bien sûr, seront réduites, car les subventions démographiques remplaceront certains programmes de soutien du revenu. En particulier nous supposons, pour les fins de notre exemple, que le RAG remplace le Régime d'assistance publique du Canada pour l'aide sociale, l'assurance-chômage et les prestations fiscales pour enfants ce qui, en 1992, se traduirait par une économie de l'ordre de 28,6 milliards de dollars. Selon Revenu Canada Impôt, en 1992, les personnes de moins de 65 ans ont payé 53,8 milliards de dollars en impôt au gouvernement fédéral et 22,1 milliards de dollars aux provinces. Le calcul des fonds nécessaires est établi dans le tableau ci-après :

COMMENT POURRAIT-ON FINANCER UN RAG?

Ainsi, le coût d'un tel régime s'élèverait à 111,6 milliards de dollars, ce qui représente une somme considérable. Le financement d'un tel montant pose certes un défi de taille, mais il existe des considérations compensatrices.

Groupe d'âge	Subvention démographique (en dollars)	Nombre (en millions)	Coût (en milliards de dollars)
Moins de 18 ans	3 000	7,0	21,12
18 à 64 ans	5 000	18,1	90,48
Total	—	25,1	111,60

qui suit :

les choses, nous ne tiendrons pas compte des personnes âgées dans l'exemple, et nous supposons que les subventions démographiques sont de 5 000 dollars pour les adultes et de 3 000 dollars pour les personnes de moins de 18 ans. En se fondant sur les prévisions démographiques de 1992, on constate ce

Annexe F

Un revenu annuel garanti – Quelques chiffres

INTRODUCTION

Au cours de nos audiences, bien des gens se sont dits en faveur de l'instauration d'un revenu annuel garanti (RAG). M. Alan A. Johnson de Calgary nous a également fait part d'une proposition fort intéressante et originale sur la création d'un régime universel de sécurité du revenu. Bon nombre de témoins ont jugé que cette idée avait été repoussée un peu vite dans le document de travail, qui présente le RAG comme une prestation universelle simple, facile et économique à administrer, faisant disparaître le stigmate du prestataire de l'aide sociale. Certains croient qu'un tel programme donnerait plus d'argent aux personnes vivant dans la pauvreté. Le document de travail montre que l'idée du RAG ne date pas d'hier; plus d'une commission en a préconisé l'instauration. Cependant, on y juge que la mise en oeuvre d'un tel régime coûterait trop cher aujourd'hui et que des programmes mieux ciblés seraient sans doute plus efficaces. Dans le document d'information sur la réforme du Régime d'assistance publique du Canada, Développement des ressources humaines Canada a promis de mettre à la disposition du Comité toutes les analyses effectuées. Jusqu'ici, le Ministère nous a fait parvenir quelques brefs documents, et on nous a informés qu'il publierait bientôt une analyse plus détaillée sur la question.

Entre-temps, nous voulons contribuer au débat sur le RAG au moyen de quelques calculs simplifiés.

DISPOSE-T-ON D'ASSEZ D'ARGENT POUR INSTAURER UN RAG?

Puisqu'en fait, il existe déjà un RAG pour les personnes âgées, ne pourrait-on pas convertir l'exemption personnelle de base en subvention démographique ou subvention en espèces? L'exemption personnelle de base, qui était de 6 456 dollars l'an dernier, est la première tranche de notre revenu qui est exemptée d'impôt. La subvention démographique pourrait être posée à chaque Canadien d'âge adulte. Pourrait-on ainsi remplacer l'aide sociale pour les adultes sans encourir de coût net?

Le défaut de cet argument, c'est que l'allègement fiscal apparent de 6 456 dollars consenti par le fédéral ne vaut en réalité que 1 098 dollars (soit 17 p. 100 de 6 456), à savoir l'impôt que vous économisez. Il va de soi que 1 098 dollars n'est pas un montant suffisamment élevé pour remplacer l'aide sociale. L'instauration d'un RAG exigerait davantage de recettes fiscales, car les crédits actuels ne sont pas suffisants.

COMBIEN COÛTERAIT UN RAG?

Il existe diverses formes de RAG, mais nous nous bornerons à examiner le modèle de subvention démographique universelle parce que c'est celui dont le coût est le plus facile à établir. Pour simplifier

Source : Caledon Institute on Social Policy, décembre 1994.

Tableau 1 : Dépenses fiscales fédérales relatives aux programmes sociaux, chiffres estimatifs de 1992		
	(en millions de \$)	
	Fédéral	Fédéral/provincial
Cotisations, RPC/RRQ	907	1 408
Cotisations, A-C	1 145	1 774
Revenu de pension	312	484
Invalidité	342	530
Soins médicaux	232	360
Dons de charité	876	1 358
Crédit pour frais de scolarité	155	241
Crédit pour études	95	54
Transfert des crédits, études et scolarité	147	228
Crédits remboursables		
Enfants	2 473	2 473
TPS	2 500	2 500
Non-imposition		
Primes d'ass. – santé payées par l'employeur	906	1 405
SRG et allocation du conjoint	240	372
Prestations d'aide sociale	350	543
Indemnités pour accidents du travail	767	1 188
Primes d'ass. – vie de gr. payées par l'employeur	172	266
Allocations, pensions d'anciens combattants	27	42
Pensions d'invalidité pour anciens combattants	167	258
Prestations d'a-c payées par l'employeur	2 309	3 578
Cotisations patronales, RPC/RRQ	1 189	1 843
GRC, pensions/indemnités (blessures, handicap, décès)	8	12
Exemption des premiers 500 \$ de bourse d'études	7	11
Total des dépenses fiscales à caractère social	36 137	53 278

Annexe F

Dépenses fiscales fédérales relatives aux programmes sociaux

Puisqu'il existe une incidence évidente des dépenses fiscales à caractère social sur les finances publiques fédérales et les dépenses sociales directes, et comme les témoins ont à maintes reprises demandé que les questions d'équité fiscale fassent partie de la présente étude, le Comité s'est chargé d'examiner les dépenses fiscales d'ordre social en même temps qu'il évaluait les programmes de dépenses sociales directes.

Le tableau 1 évalue quantitativement certaines dépenses fiscales de 1992, année des plus récentes estimations. Il existe, en matière de sécurité sociale, plus de 30 postes de dépenses fiscales fédérales. Pour plusieurs, la valeur estimative est substantielle, s'élevant à des milliards de dollars de recettes cédées. Et, en raison de l'inflation, de la clientèle croissante, des taux de participation qui augmentent et de l'expansion périodique de divers avantages fiscaux, bon nombre de dépenses fiscales à caractère social sont en hausse.

Tableau 1 : Dépenses fiscales fédérales relatives aux programmes sociaux, chiffres estimatifs de 1992		
	Fédéral	Fédéral/provincial
	(en millions de \$)	
Déductions		
Cotisations de RPA	4 789	7 423
Cotisations de REER	3 660	5 673
Non-imp. de l'intérêt, RPA	9 611	14 896
Non-imp. de l'intérêt, REER	3 273	5 073
Moins l'imp. des retraits, RPA	4 327	6 707
Moins l'imp. des retraits, REER	813	1 260
Dépenses de garde d'enfants	363	563
Pensions alimentaires et allocations d'entretien	437	677
Crédits non remboursables		
Age	1 484	2 301
Pers. mariée	1 147	1 776
Équivalent de pers. mariée	602	934
Pers. à charge	405	628

Annexe D

Liste et date de publication des documents d'information accompagnant
le document de travail,

La sécurité sociale dans le Canada de demain
(au 18 janvier 1995)

Personnes handicapées : Un document d'information – octobre 1994

De l'assurance-chômage à l'assurance-emploi : Un document d'information – octobre 1994

Mesures de sécurité du revenu visant les enfants : Un document d'information – octobre 1994

Garde d'enfants et développement de l'enfant : Un document d'information – octobre 1994

Réformer le Régime d'assistance publique du Canada :

Un document d'information – décembre 1994

Les services de développement de l'emploi : Un document d'information – décembre 1994

Le contexte de la réforme : Un document d'information – décembre 1994

L'apport du gouvernement fédéral à l'enseignement postsecondaire :

Un document d'information-janvier 1995

Pour obtenir des exemplaires de ces documents sous cette forme ou sous forme de médias
substitués, veuillez vous adresser au :

Centre de renseignements

140, Promenade du Portage

Phase IV, niveau 0

Hull (Québec) K1A 0J9

Télécopieur : (819) 953-7260

- La proposition touchant l'enseignement postsecondaire pourrait avoir de graves conséquences pour les gagne-petit. Il faudrait établir un système de bons d'études ou de crédit pour droits de scolarité.
- Il ne faut pas créer une vaste bureaucratie pour administrer les prêts aux étudiants.
- Il pourrait être intéressant d'utiliser les REER pour les études.
- Le secteur privé doit assumer une plus grande part de responsabilité pour ce qui est du coût des études.
- On pourrait envisager des ententes en vertu desquelles une entreprise parrainerait un étudiant à condition que celui-ci travaille pour elle à la fin de ses études.

- Il est important que le gouvernement et l'industrie collaborent afin que les gens soient formés dans des domaines où il manque de travailleurs.

- On souligne à maintes reprises la nécessité de mettre fin aux abus en matière d'assurance-chômage.

- Bon nombre reconnaissent le besoin de supprimer les facteurs qui découragent de trouver un emploi les assistés sociaux désireux de travailler.

- Le processus inspire beaucoup de cynisme; on se demande si le Comité écouterait vraiment les doléances et tiendrait compte des vues exprimées.

- L'examen des programmes sociaux servira à réduire le déficit plutôt qu'à effectuer une véritable réforme.

- Les assemblées publiques sont devenues progressivement une cible pour les manifestants.
- Des commentaires plus détaillés sont annexés ci-après.

Généralités

- Le gouvernement doit réduire ses dépenses dans d'autres domaines (p. ex. aide extérieure, immigration, bilinguisme officiel, multiculturalisme, pensions des députés) avant de sabrer dans les programmes sociaux.

- La semaine de travail devrait être réduite et passer à 30 heures pour accroître l'emploi.
- Il faut un changement d'attitude, il faut reconnaître la nécessité d'effectuer des compromis et d'attribuer une plus grande part de responsabilité personnelle.
- L'universalité des programmes sociaux doit être maintenue.

Savoir

- L'enseignement postsecondaire devrait être plus accessible pour les étudiants de régions rurales.
- Le remboursement des prêts aux étudiants s'effectuerait en fonction du revenu d'emploi à la fin des études.
- Les prêts à remboursement relatif au revenu risquent d'augmenter la dette étudiante.
- Il faut aider les diplômés d'études postsecondaires à mieux intégrer le marché du travail.
- La rationalisation des établissements d'enseignement postsecondaire éliminerait les dédoublements.
- Des normes nationales en matière de savoir sont nécessaires.

Nombre d'assemblées publiques tenues à ce jour : 200, réunissant quelque 20 000 participants

Méthode suivie pour soumettre les résumés des assemblées au Comité permanent :

Les députés ont été encouragés à envoyer au Comité permanent le résumé des assemblées publiques qu'ils ont tenues (les troupes de lancement fournies par le caucus contenaient des directives pour le déroulement de ces assemblées et suggéraient aux députés d'envoyer un résumé au Comité permanent).

Résumé des propos tenus aux assemblées publiques :

- All agree on the need for reform.
- Tous conviennent de la nécessité d'une réforme.
- Il n'y a pas de consensus quant à la façon de réformer certains programmes. Par exemple, certains préconisent un « programme de travail obligatoire », d'autres s'y opposent; l'aide subordonnée au revenu familial suscite des réactions contradictoires; certains prônent les prêts à remboursement relatif au revenu, d'autres rejettent une telle idée.
- Souvent, la discussion ne portait pas sur les propositions contenues dans le document de travail, mais était plutôt de portée générale et se concentrait sur des questions comme la réforme fiscale.
- De nombreuses personnes ont affirmé qu'il fallait changer le régime fiscal avant d'effectuer la réforme des programmes sociaux.
- La plupart des gens ont insisté pour que tous paient leur juste part de taxes, particulièrement les grandes entreprises.
- Dans l'ensemble, on préconise une collaboration accrue entre les niveaux de gouvernement, l'élimination du chevauchement et du doublement dans les programmes et les services et une plus grande efficacité dans la prestation.
- Certains se sont montrés méfiants à l'égard du gouvernement, vu comme une vaste bureaucratie, qui veille à ce que les provinces utilisent comme il se doit l'argent qu'elles reçoivent (par exemple, les fonds versés dans le cadre du RAPC).
- De nombreuses personnes se demandent où sont les emplois. Le recyclage est inutile s'il n'y a pas de travail. Il faut une politique de création d'emplois.

Rey D. Pagtakhan – Winnipeg-Nord
 Gilbert Parent – Welland – St. Catharines – Thorold
 Bernard Patry – Pierrefonds – Dollard
 Beth Phinney – Hamilton Mountain
 Geoff Regan – Halifax-Ouest
 John Richardson – Perth – Wellington – Waterloo
 George S. Rideout – Moncton
 Pierrette Ringnette – Maltais – Madawaska – Victoria
 Andy Scott – Fredericton – York – Sunbury
 Benoit Serré – Timiskaming – French River
 Alex Shepherd – Durham
 Georgette Sheridan – Saskatoon – Humboldt
 Roseanne Skoke – Central Nova
 Brent St. Denis – Algoma
 Lhon. Christine Stewart – Northumberland
 Jane Stewart – Brant
 Darrel Stinson – Okanagan – Shuswap
 Paul Szabo – Mississauga – Sud
 Anna Terrana – Vancouver-Est
 Paddy Torsney – Burlington
 Tony Valeri – Lincoln
 Lyle Vancilief – Prince Edward – Hastings
 Elsie E. Wayne – Saint John
 Paul Zed – Fundy – Royal

- Nick Discepolo – Vaudreuil
- Ron Duhamel – Saint-Boniface
- Wayne Easter – Malpèque
- Lhon. Arthur C. Eggleton – York-Centre
- John English – Kitchener
- Shelia Finestone – Mont-Royal
- Jesse Flis – Parkdale–High Park
- Joe Fontana – London-Est
- Patrick Gagnon – Bonaventure–Îles-de-la-Madeleine
- Lhon. Jon Gerrard – Portage–Interlake
- John Godfrey – Don Valley-Ouest
- Bill Graham – Rosedale
- Bonnie Hickey – St. John's-Est
- Ovid L. Jackson – Bruce–Grey
- David Kilgour – Edmonton-Sud-Est
- Walt Lastewka – St. Catharines
- Clifford Lincoln – Lachine–Lac-Saint-Louis
- John Loney – Edmonton-Nord
- Shirley Mahau – Saint-Laurent–Cartierville
- John Maloney – Erie
- Audrey McLaughlin – Yukon
- Lhon. Anne McLellan – Edmonton-Nord-Ouest
- Peter Milliken – Kingston et les Îles
- Andy Mitchell – Parry Sound–Muskoka
- John Murphy – Annapolis Valley–Hants
- Ian Murray – Lanark–Carleton
- Pat O'Brien – London–Middlesex
- John O'Reilly – Victoria–Haliburton
- Lhon. André Ouellet – Papineau–Saint-Michel

Annexe C

Liste des députés qui ont tenu des assemblées publiques Rapports soumis au comité permanent

Eleni Bakopanos – Saint-Denis

Sue Barnes – London-Ouest

Colleen Beaumier – Brampton

Réginald Bélair – Cochrane–Supérieur

Yvan Bernier – Gaspé

Judy Bethel – Edmonton-Est

Maurizio Bevilacqua – York-Nord

Morris Bodnar – Saskatoon–Dundurn

Don Boudria – Glengarry–Prescott–Russell

Dianne Brushett – Cumberland–Colchester

Marlene Catterall – Ottawa-Ouest

Martin Cauchon – Outremont

Brenda Chamberlain – Guelph–Wellington

Lhon. Raymond Chan – Richmond

Mary Clancy – Halifax

Shaughnessy Cohen – Windsor–Sainte-Claire

Bernie Collins – Souris–Moose Mountain

Marlene Cowling – Dauphin–Swan River

Rex Crawford – Kent

Harold Culbert – Carleton–Charlotte

Paul DeVillers – Simcoe-Nord

Harbance Singh Dhaliwal – Vancouver-Sud

Yukon Federation of Labour

Yukon Government Employees' Union — Local Y010

Yukon Social Development Community Coalition

YWCA — Sudbury

YWCA of Calgary

YWCA of Halifax

YWCA of Yellowknife

- Winnipeg Chamber of Commerce
- Winnipeg Child and Family Services
- Winnipeg Education Centre ET ACCESS
- Winnipeg Labour Council
- Winnipeg South-Centre Constituency Group
- Winnipeg South-Centre High School Coalition
- Women Acting Today for Tomorrow (WATT)
- Women Looking Forward
- Women's Action Coalition of Nova Scotia
- Women's Reference Committee of the Saskatchewan Labour Force Development Board
- Women's Reference Group — Newfoundland & Labrador Labour Force Development Board
- Women's Research Centre
- Wong, Darryl G.
- Woodstock People First Group
- Yates, David ET Whelan, Shannon
- Yellowknife Association for Community Living
- Yellowknife Chamber of Commerce
- YMCA Canada
- YMCA of St. Catharines
- YMCA-YWCA of Saint John
- York Federation of Students
- York University
- Youth Policy Directions
- Youth Wing — Nova Scotia NDP
- Yukon Building Construction Trades Council
- Yukon College
- Yukon College Social Work 450 Class
- Yukon Council on Aging

Vancouver South Presbytery of the United Church of Canada
Vancouver Voice of Women
 Vaughan Merril, Helen
 Veilleux, Harbhagen
Veith House
Victoria Labour Council
Victoria Status of Women Action Group
 Vigneault, Margie
 Ville de Vancouver
 Vingsnes, Arnold
 VRAIES femmes du Canada
 Wainwright, Linda
 Wainwright, Maurice
 Walden, Patrick L.
Waterloo Region Community Coalition
 Waterloo, Wellington, Dufferin & Grey Building & Construction Trades Council
West Wood Players Out of School Care Centre / West Wood Forest Preschool
 West, Edwin (Prof.)
Westcoast Women for Family Life
 White, David
 Whitehead, Rupert
Whitehorse Chamber of Commerce
 Whitmore, Elizabeth (D)
 Wilson, Anne
Windsor & District Labour Council
Windsor Women's Incentive Centre (Windsor Task Force on Social Security Reform)
Windsor-Essex Coalition of Unemployed/Underemployed
Winnipeg Boys and Girls Clubs, Inc.

- University of Guelph Central Students' Association
- University of Manitoba Students' Union
- University of New Brunswick
- University of Prince Edward Island — Office of the President
- University of Regina — President's Office
- University of Regina Faculty Association
- University of Regina Graduate Students' Association
- University of Regina Students' Union
- University of Saskatchewan Faculty Association
- University of Saskatchewan Students' Union
- University of Toronto Graduate Students' Union
- University of Toronto Students' Administrative Council
- University of Victoria
- University of Victoria Child Care Advisory Committee
- University of Victoria Students' Society
- University of Western Ontario
- University of Western Ontario Faculty Association
- University of Western Ontario Liberal Association
- University of Windsor — Office of the President
- University of Windsor Student Alliance
- University of Winnipeg
- Unrau, Henry
- Vachon, Gilles
- Vancouver and District Labour Council
- Vancouver Board of Trade
- Vancouver Committee for Domestic Workers and Caregivers Rights
- Vancouver Island Public Interest Research Group

U.A. Local 244 Plumbers & Pipefitters

UI Working Group

Unemployed Help Centre Committee

Union des écrivains et écrivains du Québec (UNÉQ) — Union des artistes — Guilde des musiciens

Union des pêcheurs des Maritimes

Union of Nova Scotia Municipalities

Unitarian Church of Canada

United Association — Local 516

United Brotherhood of Carpenters and Joiners of America — Local 1588

United Chinese Community Enrichment Services Society (S.U.C.C.E.S.S.)

United Food & Commercial Workers International Union (National)

United Food and Commercial Workers — Local 1252

United Native Nation's Society of British Columbia

United Way of Greater Toronto

United Way Society of the Yukon

Université de Moncton — Cabinet du recteur

Université Laurentienne

University College of Cape Breton — National Education Organizations Committee

University College of Cape Breton Students' Union

University College of the Fraser Valley

University of Alberta — Office of the President

University of Alberta Graduate Students Association

University of Alberta Student Liberal Association

University of Alberta Students' Union

University of British Columbia Child Care Services

University of Calgary Women's Collective & Resource Centre

Table de concertation des organismes socio-économiques et communautaires de la M.R.C. de Pabok

Task Force on the Economic Integration of Women with Disabilities in Nova Scotia

Taylor, Harvey

Templeman, Barbara

Ten Days for World Development — Guelph Committee

The Pas Friendship Centre (National Association of Friendship Centres / Manitoba Association of Friendship Centres)

The Preschool Centre

The Solutions People Inc.

The Students' Union, University of Calgary

Thom, Allison

Thomas, Craig

Thomas, Laurie

Thyer, Norman H.

Times Change Women's Employment Service

Together Against Poverty Society

Toronto Aboriginal Social Services Association (TASSA)

Toronto Christian Resource Centre

Tourism Industry Association of Prince Edward Island

Town Daycare Centre

Tracey, Collett

Training and Employment Network for Women

Transcona Park Child Care Co-operative

Tree of Peace Friendship Centre

Tremplin travail Vallée-de-la-Matapédia

Trotter, Maureen

Troubles d'apprentissage — Association canadienne

Truro Presbytery of the United Church

Students' Association — Wascana Institute SIAST, Inc.

Students' Representative Council of the University of New Brunswick

Students' Union of Nova Scotia

Sturgeon Creek Enterprises Inc. — Network South Enterprises Inc. — Manitoba Supported Employment Network

Success Skills Centre

Sudbury Social Planning Council

Sutherland, P.

Syndicat canadien de la fonction publique

Syndicat canadien de la fonction publique — Nouveau-Brunswick

Syndicat canadien de la fonction publique — Saskatchewan

Syndicat canadien des communications, de l'énergie et du papier (bureau d'Ottawa)

Syndicat canadien des travailleuses et travailleurs en éducation

Syndicat de l'emploi et de l'immigration du Canada

Syndicat de l'emploi et de l'immigration du Canada — Manitoba/Saskatchewan

Syndicat de l'emploi et de l'immigration du Canada — Région de l'Ontario

Syndicat de l'emploi et de l'immigration du Canada — Région de la Colombie-Britannique/Yukon

Syndicat de l'enseignement de Champlain

Syndicat de l'enseignement du Grand-Portage

Syndicat de la fonction publique du Québec

Syndicat des chargés de cours de l'Université du Québec à Rimouski (SCCCUQAR)

Syndicat des enseignants des Vieilles-Forges

Syndicat des infirmier(ère)s du Nouveau-Brunswick

Syndicat des travailleurs des chantiers navals de Lauzon (CSN)

Syndicat national des employées et employés généraux et du secteur public

Syndicat national des travailleuses et travailleurs de l'automobile, de l'aérospatiale et de l'outillage agricole du Canada (TCA — Canada)

Table de concertation 18-30 ans

Table de concertation des groupes de femmes Chaudière-Appalaches

- Société canadienne de schizophrénie
- Société canadienne de la sclérose en plaques
- Société canadienne pour les études italiennes
- Société d'exploitation des ressources de la Vallée inc.
- Société des acadiens et acadiennes du Nouveau-Brunswick
- Société Saint-Thomas d'Aquin
- Society for the Retired and Semi-Retired*
- Society of St. Vincent de Paul, Nova Scotia Provincial Council*
- Solidarité populaire Québec
- Solidarité rurale
- South Eriobicoke Community Legal Services*
- South Island Women for Economic Survival*
- Sparling, T.
- Special Health Care Project ET Burquitlam Child Care Centre*
- Special Needs Daycare Coordinator Services*
- SpecialLink — The National Childcare Mainstream Network*
- Spencer, Kathy
- St. Amant Centre Inc. (Developmental Day Program — Developmental Preschool Outreach Program)*
- St. Mary's Family Learning Centre*
- St. Thomas University*
- Standish, A.G.
- Stanley, Darrin
- Status of Women Council of the Northwest Territories*
- Steering Committee of Ecumenical Social Justice Circle*
- Steinman, Myron
- Stewart, Cheryl ET Evans, Sandra
- Stewart, Scott
- Strait Area & District Labour Council*
- Students of Mikisiviw Campus — Saskatchewan Indian Institute of Technologies*

Sheet Metal Workers' International Association — Local Union 47

Sheridan, William

Simon Fraser Student Society

Simon Fraser University Administration

Sinclair-Faulkner, Tom (Prof.)

Sisson Warren Sinclair

Skillful Means Consulting Limited

Skookum Jim Friendship Centre

Smith, Beverley

Smith, Cathleen

Smith, Muriel

Snyder, Grigg G.

Social Administration Research Unit — Faculty of Social Work, University of Regina

Social Fairness Action Coalition

Social Housing and Access Committee

Social Justice Commission — Archdiocese of Edmonton

Social Justice Commission — Archdiocese of Halifax

Social Justice Committee at Sacred Heart Cathedral

Social Justice Committee of the Church of the Holy Trinity

Social Justice / Development & Peace Committee — Stella Maris Parish

Social Ministries Committee — Halifax Presbytery — United Church of Canada

Social Planning & Research Council of Hamilton-Wentworth

Social Planning and Research Council of British Columbia

Social Planning Council of Metropolitan Toronto

Social Planning Council of Winnipeg

Social Planning Department — City of Medicine Hat

Social Reform Response Coalition

Social Security Reform Steering Committee Representing People with Disabilities in New Brunswick

Société canadienne de la CIDIH (Classification internationale des déficiences, incapacités et handicaps) ET Réseau de recherche pour la participation sociale

Saskatchewan School Trustees Association
Saskatchewan Seniors Mechanism
Saskatchewan Teachers' Federation
Saskatchewan Urban Native Teacher Education Program (SUNTEP) Student Body
Saskatchewan's Working Group on Social Security Reform for Persons with Disabilities (Saskatchewan Voice of the Handicapped)
Saskatoon Literacy Coalition
Saskatoon Refugee Coalition
Sault Ste. Marie Social Justice Coalition
Savard Muir, Elizabeth
Scarborough Hunger Coalition
Schachter, Shalom
Schizophrenia Society of Alberta — Edmonton Chapter
Schizophrenia Society of Prince Edward Island
Schizophrenia Society of Saskatchewan
School of Business Administration — University of Prince Edward Island
School of Continuing Education — Memorial University of Newfoundland
Schramm, Janice
Schulz, E.
Schut, Peter ET Mortimer, Carol
Scott, John (Prof.)
Sculnick, Joy
Second Story Women's Centre
Secteur pastorale sociale — Diocèse de Trois-Rivières
Self Employment Development Initiatives (SEDI)
Semple, Caroline
Services aux étudiants — Université du Québec à Chicoutimi
Seven Oaks Child Day Care Centre Inc.
Sexsmith, Robert
Sheet Metal Workers' International Association — Canadian Office

Robert Isabelle et associés inc.

Robinson, Eric

Rosell, Kay

Ross, Wilmot F.

Roth, Rudolf E.

Runte, Roseann (Prof.)

Rural Dignity of Canada

Ryerson Students' Union

Saaltink, Hendrik Jan

Sackville Senior Citizens Club

Saint John Board of Trade

Salonius, Peter

Sandy Hill Community Health Centre

Sankey, John

Saskatchewan Action Committee, Status of Women

Saskatchewan Association of Social Workers

Saskatchewan Chamber of Commerce

Saskatchewan Child Hunger Coalition

Saskatchewan Coalition Against Racism

Saskatchewan Coalition for Social Justice

Saskatchewan Council of Regional Colleges

Saskatchewan Cultural Workers (Working Group)

Saskatchewan Film / Video Professional Development Coordinating Committee

Saskatchewan Indian Federated College

Saskatchewan Indian Federated College Students' Association

Saskatchewan Institute of Applied Science and Technology

Saskatchewan Labour Force Development Board

Saskatchewan Literacy Network

Regional Municipality of Hamilton-Wentworth — Department of Social Services

Regional Municipality of Peel

Regional Municipality of Waterloo

Regroupement contre l'appauvrissement dans l'Est du Québec (R.C.A.E.Q.)

Regroupement des centres d'artistes autogérés du Québec

Regroupement des CLSC du Bas Saint-Laurent

Regroupement des étudiant(e)s en maîtrise et au doctorat de l'Université de Sherbrooke (REMDUS)

Regroupement des ex-travailleurs, travailleuses âgé(e)s de plus de quarante ans

Regroupement des femmes Côte-Nord inc.

Regroupement des femmes de la région de Matane inc.

Regroupement des groupes populaires en alphabétisation du Québec

Regroupement des organismes communautaires (R.O.C.) de Kamouraska, Rivière-du-Loup, Témiscouata, et Les Basques (K.R.T.B.)

Regroupement des organismes communautaires de la Rive-Sud de Québec

Regroupement des organismes travail de la région de Québec

Regroupement des universités de la francophonie hors Québec

Regroupement pour la relance économique et sociale du sud-ouest

Regroupement québécois des organismes pour le développement de l'employabilité (RQODE)

Réseau — Pluri-Elles — Entre-temps des franco-manitobaines

Réseau d'action et d'information pour les femmes (RAIF)

Réseau national d'action éducation femmes

Réseau national des jeunes pris en charge

Réseau ontarien des services de garde francophones

Ressources sur la garde d'enfants

Results Atlantic

Results Canada

Rhainds, Laval ET Roy, Michel

Richards, Geoffrey D.

Ricketts, Peter J. (D^r)

Prince Edward Island Housing Co-operatives (Members of the Co-operative Housing Federation of Canada)

Prince Edward Island Teachers' Federation

Programme d'organisation au travail inc. — Fondation travail sans frontières

Programme de formation et d'adaptation de la main-d'oeuvre du secteur de la santé

Progress Centre for Early Intervention

Projet Genèse

Proulx, Paul

Provincial Association Against Family Violence

Provincial Building and Construction Trades Council of Ontario

Pt. Douglas Residents' Association

PUSH Ontario

Quarton, E. Joie

Quebec Members of the National Family Network

Queens Early Childhood Development Association

Quicke, Robert L.R.

Quinn, Kelly E.

Ralliement gaspésien et madelinot

RAR Working Group

Rassemblement canadien pour l'alphabétisation

R.E.A.D.Y. Centre

Réflexion des commissions politiques des associations libérales fédérales de Laval sur la réforme de la sécurité sociale

Regina Aboriginal Human Services Co-operative

Regina Friendship Centre Corporation

Regina Metis Management Authority

Regina Poverty Action Group

Regional Chairs of Ontario

- P.E.I. Fishermen's Association*
- P.E.I. Forest Workers' Association*
- P.E.I. Literacy Alliance*
- P.E.I. Women's Reference Group*
- Palliser Institute Student Association*
- Pals, Kenneth C.
- Parti communiste (marxiste-léniniste) du Canada
- Pascoe, Karen
- Pastorale sociale de Saint-Pascal, Kamouraska
- Payne, Robert
- Pearson, Miriam
- People Empowering People*
- People's Council on National Issues*
- Persons United for Self-Help N.W.O.*
- Peterborough Coalition for Social Justice*
- Peterborough Social Planning Council*
- Peters, Cheryl
- Phipps, Shelley A.
- Physicians for Global Survival (Canada)*
- Pineau, Nicole
- Placentia West Development Association*
- Plas, Herman
- Plasteras, April
- Plein emploi communautaire
- Policy Committee of Federal Liberal Party of Canada — Constituency of Notre-Dame-de-Grâce*
- Political Action Committee for Cape Breton Highlands-Canso — PSAC*
- Poulin-Simon, Lise
- Powning, Peter
- Premier's Council on the Status of Disabled Persons*

Okanagan Women's Alliance

Older Women's Network — Metro Toronto and Area Council
Omboli, Eugène

Ontario Association of Children's Aid Societies

Ontario Association of Family Resource Programmes

Ontario Association of Family Resource Programs — Sudbury and Timmins Regions

Ontario Coalition for Children and Youth

Ontario Coalition of Senior Citizens' Organization (OCCSO)

Ontario Confederation of University Faculty Associations

Ontario Friends of Schizophrenics

Ontario Medical Association

Ontario Members of the National Family Network

Ontario Social Safety Network

Open Door Society of Ottawa

Opération Dignité II

OPTAMUS UNBSJ INC. (Organization of Part-Time and Mature University Students)

Ordre professionnel des travailleurs sociaux du Québec

Organisation nationale anti-pauvreté

Organisation populaire des droits sociaux de la région de Montréal

Ottawa-Carleton Child Care Association

Outplacement Industry Alliance

Overbrook Daycare

P.E.I. Building and Construction Trades Council

P.E.I. Coalition on Social Security Reform

P.E.I. Family Network

P.E.I. Federation of Agriculture

P.E.I. Federation of Labour

- Niagara Mental Health Survivors Network
- Noble, Gaile P. (Yukon College)
- North Toronto Women's Liberal Club
- North Vancouver Chamber of Commerce
- Northeastern Ontario Building and Construction Trades Council
- Northern Women's Resource Service, Inc. / Opasquiak Women's Resource Service
- Northlands College
- Northside Victoria Community Futures
- Northwest Territories Federation of Labour
- Northwest Territories Members of the National Family Network
- Northwoodcare Incorporated (Child Day Care)
- Nouveau parti démocratique du Québec — Section Québec
- Nova Scotia Association of Social Workers / Maritime School of Social Work / Association of Black Social Workers / Mi'kmaq Family and Children's Services
- Nova Scotia Council of Federal Ridings of the New Democratic Party of Canada
- Nova Scotia Department of Community Services
- Nova Scotia Disabled Persons Commission
- Nova Scotia Family and Child Welfare Association
- Nova Scotia Family Members of the National Family Network
- Nova Scotia Federation of Agriculture
- Nova Scotia Federation of Labour
- Nova Scotia Labour Force Development Board
- Nova Scotia League for Equal Opportunities
- Nova Scotia Political Action Committee — PSAC
- Nova Scotia Provincial Health Council
- Nova Scotia Women's Ad Hoc Committee on Social Security Reform
- Nova Scotia Women's Fish Net
- Nunavut Chamber of Commerce
- Nunavut Implementation Commission
- Nunavut Tungavik Inc.

National Association of Friendship Centres
 National Coalition for Rural Child Care
 National Coalition for Rural Child Care — Alberta Division
 National Farmers Union — District 1, Region 1
 National Pensioners and Senior Citizens Federation ET Congress of Union Retirees of Canada
 National Women's Reference Group on Labour Market Issues
 Native Canadian Centre of Toronto
 Native Council of Canada (Alberta)
 Native Council of Nova Scotia
 Native Women's Association of Canada
 NDP Caucus — Yukon Legislative Assembly
 Network of Burnaby Seniors
 Neufeldt, Aldred H.
 Neutropenia Support Association Inc.
 New Brunswick Advisory Council on the Status of Women
 New Brunswick Association for Community Living
 New Brunswick Association of Social Workers
 New Brunswick Building and Construction Trades Council
 New Brunswick Committee on Literacy
 New Brunswick Multicultural Council (NBMC)
 New Brunswick People First
 New Brunswick Women in Law (NBWL) ET LEAF-NB Inc.
 New Dawn Enterprises Ltd.
 New Glasgow & District Labour Council
 Newfoundland & Labrador Building & Construction Trades Council
 Newfoundland & Labrador Federation of Labour
 Newfoundland & Labrador Rural Development Council
 Newfoundland & Labrador Women's Fish Net
 NEWSASK Community Futures Development Corp.

- Morin, Heather
- Morrison, Glenn (Rev.)
- Morrison, John
- Motor Vehicle Manufacturers' Association*
- Moulton, Sandra
- Mount Royal College Students' Association*
- Mouvement Action-Chômage — Trois-Rivières
- Mouvement Action-Chômage de Montréal / Association des MAC du Québec
- Mouvement Action-chômage Pabok Inc.
- Mouvement des associations générales étudiantes de l'Université du Québec à Chicoutimi
- Mouvement des travailleurs chrétiens
- Mouvement populaire et communautaire 04
- Mudry, William S.
- Multicultural Association of Fredenton*
- Multicultural Women's Organization of Newfoundland*
- Municipal Social Services of Nova Scotia*
- Municipalité régionale de comté de la Côte-de-Gaspé
- Municipalité régionale du comté des Îles-de-la-Madeleine
- Municipality of Iqaluit*
- Municipality of Metropolitan Toronto*
- N.W.T. Chamber of Commerce
- N.W.T. Council of Friendship Centres
- N.W.T. Literacy Council
- Nadeau, Yves (M.A., LL.M.)
- Nakamura, Alice
- Nanaimo Community Assistance Society*
- Nanaimo, Duncan and District Labour Council*
- National Action Committee on the Status of Women — N.W.T. Representative*

McMaster Graduate Students' Association

McMaster Students' Union

McNamara, Joseph D.

McQuillan, Alan J.

Melville & District Food Bank

Memorial University of Newfoundland

Memorial University of Newfoundland Faculty Association

Mephram, Katherine A.

Meridian Community Futures Development Corporation

Metis Nation — Northwest Territories

Metis Nation of Alberta

Metis Nation of Saskatchewan — Eastern Region II

Metis National Council

Metis Pathways Secretariat / Regional Metis Management Board

Metro Area Women with Disabilities (MAWWD)

Metro Toronto Coalition for Better Child Care

Metro Toronto Social Assistance Action Committee

Metropolitan Halifax Chamber of Commerce

Meyer, Joe

MicMac / Maliseet Child Care Council

Miller, Jerrold Michael

Mills, Graham E.

Miner, Frederick (PhD)

Minister of Education, Culture and Employment — Government of the Northwest Territories

Missing Pieces Followup Committee

Mocquais, Pierre-Yves (Prof.)

Moisson Winnipeg inc.

Moon, Janie

Moore, Robert

MacNaughton, Lewis C.
 MacPhee, Alan
 Madsen, Kim
 Magnus, Ethel & John
 Malenfant, Bertrand
 Manitoba Action Committee on the Status of Women
 Manitoba Association of Registered Nurses
 Manitoba Association of Social Workers
 Manitoba Building and Construction Trades Council
 Manitoba Child Care Association
 Manitoba Community Health Centres
 Manitoba Council of the Canadian Federation of Labour
 Manitoba Federation of Labour
 Manitoba Government Employees' Union
 Manitoba League of the Physically Handicapped Inc.
 Manitoba Network for Mental Health
 Manitoba Schizophrenia Society
 Manitoba Women's Advisory Council / Manitoba Advisory Council on the Status of Women
 Manor Road United Church (Mission and Outreach Committee)
 Martin, Jamie
 Martin, Conrad D.
 Martin, Raymond J.
 Mathur, Brijesh (D)
 May, Geoffrey
 McAuley, Daniel L.
 McBride, Donna
 McGillivray, Alexander
 McIntosh, Patricia
 McIntyre, Verne

Laurentian Students' General Association

Lavoie, L.

Leaders Corps — YMCA of Charlottetown (with the Charlottetown Boys and Girls Club)

Leblanc, Audrey

LeBlanc, Jake

Left Green Alliance

Lemire, Luc

Le Noury, Rick

Les familles tout d'abord

Lévesque, Martial

LIFE*SPIN

Ligue américaine pour la protection de l'enfance/Canada

Ligue des droits et libertés du Québec

Lindquist, Doreen

L.I.S.T.E.N. Inc.

Literacy Workers Alliance of Manitoba

London Coordinating Council for Children and Youth

London Social Planning Council

Longshoreman's Protective Union — Local 1953

Loree, Lynn

Love, Roberta

Low Income People Involvement (L.I.P.I.)

Lower Mainland Community Based Services Society

Loweth, Elizabeth

MacAulay, Eugene (M^{me})

MacDonald, Mary

MacIntosh, JoAnn

MacLean, Laina

- Kelly, Brian
- Kent, Tom
- Kesselman, Jonathan
- Kids First Parent Association of Canada*
- Kingman, Len A.
- Kingston Community Development Co-operative*
- Kingston Day Care Inc.
- Kitchen, Brigitte
- Klein, Francis & Clara
- Klein, Paul F. (PhD)
- Koss, Arthur
- Kriening, Roli
- Kusturin, Debbie
- Kwantlen College Faculty Association*
- Kwok, Arnold
- L'Association pour le recouvrement de pensions alimentaires Focus
- L.A.S.T.U.C.E. du Saguenay
- La Voix — Le réseau canadien des aînés
- LaBonté, Marion
- Labour Council of Metro Toronto & York Region*
- Labourers' International Union of North America — Canadian Tri-Fund*
- Labrador Friendship Centre*
- Lacey, Peter
- Lacroix-Poulin, Madeleine
- Laingsbrough Resources Group*
- Lakeshore Area Multi-Services Project (LAMP)*
- Lapointe, Robert
- Laurentian Association des étudiant(e)s francophones

Institut canadien de la santé infantile

Institut canadien des actuares

Institut de formation en développement économique communautaire (IFDEC)

Institut féminin francophone du Nouveau-Brunswick

Institute of Urban Studies

Intégration communautaire comité de Stormont

International Brotherhood of Electrical Workers — Local 1852

International Centre for Sustainable Global Development (ICSGD)

International Longshoremen's Association — Local 273

International Woodworkers of America (IWA) — Canada

Inuit Broadcasting Corporation

Inuit Tapirisat of Canada

Iqaluit Social Security Programs Discussion Group

Iris Kirby House/Women in Trades and Technology (Newfoundland and Labrador)

Jaffe, Dave

Jansen, Cheryl

Jeunesse ouvrière chrétienne du Québec

Johnson, Alan A.

Johnson, Jo-Anne

Johnston, Muriel

Jonker, Henry

Justice and Peace — Canadian Religious Conference — Atlantic

Justice and Peace Commission — Archdiocese of Kingston

Justice Committee, Conference of Manitoba and Northwestern Ontario — United Church of Canada

Kativik Regional Government

Kay, Pauline (a group of Calgarians)

Keating, J.D.

- Halburton, Mary-Sue
- Halstrum, James L.
- Halverson, H.D.
- Hamilton & Area Coalition of Tenants' Associations*
- Hamilton and District Labour Council (CLC)*
- Hansen, Keith
- Hardwick, Jean
- Hatherton, Connie
- Hayes, Geraldine
- Hebb, Charlie
- Hector, Frank S.
- Hoover, Jay
- Horak, George & Vera
- Horner, Barb & Rich
- Horticultural Human Resource Council — Atlantic Region*
- Howells, Louise
- Howse, Robert (Prof.) — *University of Toronto Law School*
- Human Development Council*
- Human Resources Development Association*
- Humber College*
- Humber College Faculty Union*
- Huron Employment Liaison Program*
- Income Maintenance for the Handicapped Co-ordinating Group*
- Income Security Action Committee*
- Independent Living Resource Centre of Calgary*
- Industrial Cape Breton Tomorrow*
- Ingram, Doreen
- Institut canadien d'éducation des adultes

Fédération québécoise des professeurs et professeurs d'université (FQPPU)
Femmes autochtones du Québec inc.
Femmes pour la vie, la foi & la famille
Fenrich, Patty
Ferland, René
Ferwerda, Bert & Trudy
Fiddy, Kent Douglas
Financial Aid & Awards — University of Manitoba
Financial Aid & Awards — University of Winnipeg
First Nations Women's Group of Prince Rupert
Fishermen, Food and Allied Workers (FFAW)
Flanagan, Patrick
Fleurs Canada — Association canadienne de l'industrie florale
Focus Group for Special Needs Pilot Project for P.E.I.
Fondation canadienne d'organismes à but non lucratif d'habitation
Fondation nationale de recherche et d'éducation de la famille
Fortin, Paul-Emile
Fortune Bay East Development Association
Forum on Responsible Education
Fraser Institute
Fredrickson Area Coalition for Social Justice
Fredrickson Native Friendship Centre
Fredrickson OXFAM Local Committee
French, James M.
Front commun des personnes assistées sociales du Québec
Front des artistes canadiens
Fuchs, Ken & Anna
Fuller, Lois ET Fuller, George T.H.
Funk, Peter J.

Fédération canadienne du travail — I.-P.-E.

Fédération canadienne du travail — Ontario

Fédération canadienne pour l'alphabétisation en français

Fédération de la jeunesse canadienne-française (FJCF)

Fédération des associations étudiantes du Campus de l'Université de Montréal (FAECUM)

Fédération des associations étudiantes universitaires québécoises en éducation permanente

Fédération des caisses populaires acadiennes limitée

Fédération des CEGEPS

Fédération des clubs de l'âge d'or de l'Est du Québec ET Conseil consultatif des aînés et aînées de l'Est du Québec

Fédération des communautés francophones et acadienne

Fédération des enseignantes-enseignants des écoles secondaires de l'Ontario, *District One* (Windsor)

Fédération des étudiantes et des étudiants de l'Université d'Ottawa

Fédération des entreprises d'aide temporaire

Fédération des femmes du Québec

Fédération des francophones de Terre-Neuve et du Labrador

Fédération des infirmières et infirmiers du Québec (FIIQ)

Fédération des municipalités canadiennes

Fédération des travailleuses et travailleurs du Nouveau-Brunswick

Fédération des travailleurs et travailleuses du Québec (FTQ)

Fédération des unions de familles

Fédération du travail de l'Ontario

Fédération étudiante collégiale du Québec

Fédération étudiante universitaire du Québec

Fédération of New Brunswick Faculty Associations

Fédération of Prince Edward Island Municipalities

Fédération of Saskatchewan Indian Nations

Federation of Women Teachers' Associations of Ontario

Fédération provinciale des Fransaskoises Inc.

- Family & Children's Services of Guelph and Wellington County*
- Family & Community Support Services Association of Alberta*
- Family Centre of Northern Alberta*
- Family Day Care Association of Manitoba*
- Family Service Association of Metropolitan Toronto*
- Fanshawe College*
- Farnodon, Cathy
- Federated Women's Institutes of Canada*
- Fédération acadienne de la Nouvelle-Écosse
- Fédération autonome du collégial
- Fédération canadienne de l'agriculture
- Fédération canadienne des associations foyer-école et parents-maîtres
- Fédération canadienne des enseignantes et enseignants
- Fédération canadienne des études humaines
- Fédération canadienne des étudiantes et des étudiants
- Fédération canadienne des étudiantes et des étudiants — Ontario
- Fédération canadienne des femmes diplômées des universités (National)
- Fédération canadienne des femmes diplômées des universités — Charlottetown
- Fédération canadienne des femmes diplômées des universités — Colombie-Britannique
- Fédération canadienne des femmes diplômées des universités — Edmonton
- Fédération canadienne des femmes diplômées des universités — Lethbridge
- Fédération canadienne des femmes diplômées des universités — Manitoba
- Fédération canadienne des femmes diplômées des universités — Moncton
- Fédération canadienne des femmes diplômées des universités — Ontario
- Fédération canadienne des femmes diplômées des universités — Regina
- Fédération canadienne des femmes diplômées des universités — Sackville
- Fédération canadienne des femmes diplômées des universités — Saskatchewan
- Fédération canadienne des femmes diplômées des universités — Sudbury
- Fédération canadienne du travail

Eastern Ontario Alliance for Children
 Ecco Personnel Canada inc. — Fédération des entreprises d'aide temporaire
 École de travail social — Université Laurentienne
Economic Development Council for Canadian Aboriginal Women
Economic Recovery Commission — Newfoundland and Labrador
Ecumenical Poverty/Economy Task Force in Québec
Edmonton Children and Families Initiative
Edmonton Coalition for Quality Child Care Society
Edmonton Committee on Child Abuse and Neglect
Edmonton Community and Family Services
Edmonton Social Planning Council
Edmonton Southwest Constituency Association of the Reform Party of Canada
Edwards, Ray ET Zrzu, Ester ET Siemens, Liz
 Égalité pour les gais et les lesbiennes
 Elwell, Christine
 Emmond, Kenneth D.
 Employeurs des transports et communications de régie fédérale
Employment Partnership Inc.
End Legislated Poverty
 Entraide communautaire La Presqu'Île
 Epiphany Children's Centre
EPOC Montréal
Equity in Reform Coalition
Ethno-Cultural Association of Newfoundland & Labrador
Etiobicoke Anti-Poverty Coalition
Etiobicoke Social Development Council
Evangelical Lutheran Church in Canada
 Evers, Rebecca

- Dawson, Tim
- Daybreak Parent Child Centre
- de Jardin, Alan
- Deep River Science Academy (DRSA)
- DeGrace, Cassandra
- Délégation collégiale Saguenay-Lac St-Jean
- Delgaty Rutland, Enid
- den Hollander, John ET Hujdic, Ann
- Département des métiers de la construction
- Diocèse Antigonish — Centre diocésain de pastorale
- Direction Jeunesse
- DisAbled Women's Network (DAWN) Saskatchewan
- District of Sudbury Social Services Administration Board
- Doskoch, Walter H.
- Downtown Economic Enterprise Development (DEED)
- Downtown Handicapped Association
- Duguay, Manon ET Dufour, Héléne
- Duncan, Caryn
- Dunn, James
- Earley, Penny
- Early Childhood Coalition Petite Enfance
- Early Childhood Development Association
- Early Childhood Intervention Program
- Early Childhood Intervention Program Saskatchewan Inc.
- Early Childhood Professionals Association of Alberta
- East End Literacy
- Easter Seal Ability Council
- Eastern Kings Community Advisory Board

Corporate-Higher Education Forum
Corporation de développement communautaire de l'Amiante
Corporation de développement communautaire de la Pointe, région Est de Montréal
Corporation de développement communautaire des Bois Francs inc.
Corporation de développement communautaire Rond Point
Corporation de développement de l'Est
Corporation de développement économique communautaire (CDEC) Centre-Nord
Corporation de développement économique et communautaire Centre-Sud/Plateau Mont-Royal
Corporation of the County of Middlesex
Coudé, Stéphane
Council for Yukon Indians
Council of Nova Scotia University Presidents
Council of Presidents — Public Colleges and Technical Institutes of Alberta
Council of Students' Union — Memorial University of Newfoundland
Council on Social Development Regina Inc.
Crawford, W.E. (Bill)
Crescentwood New Democratic Party
Croteau, René
Crowley, Brian Lee ET MacKinnon, Martin
Crysler, Robert
Culnan, Michael
Dabbene, George J.P.
Daily Bread Food Bank of Toronto
Dalhousie Faculty Association
Dalhousie Student Union
Dalhousie University — Office of the President
Darwent, Linda E.
Dave, Spence & Associates Ltd.

Conseil consultatif ontarien des affaires des personnes handicapées / Conseil consultatif de l'Ontario sur l'âge d'or / Conseil consultatif des relations civiles et multiculturelles

Conseil de l'éducation et de la formation franco-ontariennes

Conseil de planification sociale d'Ottawa-Carleton

Conseil des Canadiens

Conseil des Canadiens avec déficiences

Conseil des universités de l'Ontario

Conseil du développement social de l'Ontario

Conseil du patronat du Québec

Conseil du travail de Moncton et région

Conseil économique du Nouveau-Brunswick

Conseil ethnoculturel du Canada

Conseil national de prévention du crime

Conseil national des associations canadiennes des Philippines

Conseil national des femmes du Canada

Conseil national sectoriel pour la culture

Conseil national sur le développement de la main-d'oeuvre des minorités visibles

Conseil ontarien des organismes de service aux immigrants

Conseil provincial des travailleurs et travailleuses unis de l'alimentation et du commerce

Conseil provincial du Québec des métiers de la construction (International)

Conseil québécois de développement social

Conseil régional de concertation et de développement de la Gaspésie et des Îles-de-la-Madeleine

Conseil régional de santé du comté d'Essex

Conseil syndical de la région de Québec (C.S.R.Q. — C.E.Q.)

Construction and General Workers' Local Union No. 1111

Construction Association of New Brunswick Inc.

Construction Association of Prince Edward Island

Consumer Organization of Disabled People of Newfoundland and Labrador

Continuing Education Students' Association of Ryerson

Conway, Jane

- Confédération des organismes provinciaux de personnes handicapées du Québec (COPHAN) ET
Table provinciale des regroupements régionaux d'organismes de promotion du Québec
- Confédération des syndicats nationaux (CSN)
- Confederation of Alberta Faculty Associations*
- Confederation of Canadian Unions*
- Confederation of Canadian Unions — Ontario Council*
- Confederation of University Faculty Associations of British Columbia (CCUFA/BC)*
- Conference Board of Canada*
- Conférence canadienne des arts
- Conférence des CADC du Québec
- Congrès des peuples autochtones
- Congrès du travail du Canada
- Congrès juif canadien — Région de Québec ET Fédération des services communautaires juifs de Montréal
- Congress of Black Women of Canada (Preston/Cherry Brook/Lake Loon/Wesiphal & Area Chapter)*
- CONNECT! Women's Centres*
- Conseil canadien de la coopération
- Conseil canadien de développement social
- Conseil canadien de l'entretien des aéronefs
- Conseil canadien des droits des personnes handicapées (CCDPH)
- Conseil canadien des pêches
- Conseil canadien pour la réadaptation des handicapés
- Conseil catholique d'expression anglaise
- Conseil central des syndicats nationaux de la région de Québec inc.
- Conseil central des syndicats nationaux de Sorel
- Conseil central du Bas St-Laurent (CSN)
- Conseil communautaire de Côte-des-Neiges/Snowdon
- Conseil communautaire de Notre-Dame-de-Grâce
- Conseil communautaire solidaires Villeroy
- Conseil consultatif canadien sur la situation de la femme

- Comité canadien d'action sur le statut de la femme
- Comité d'adaptation de la main-d'oeuvre pour personnes handicapées (CAMO)
- Comité de Justice et Foi du diocèse de Moncton
- Comité des organismes sociaux de Laval inc.
- Comité famille St-Hubert — MRC Rivière-du-Loup
- Comité mennonite central — Canada
- Comité pour de l'emploi et contre les coupures à l'assurance-chômage
- Comité régional intersyndical de Montréal (CRIM)
- Comités conseils jeunes volontaires
- Comités d'aide au développement des collectivités et les Sociétés d'aide au développement des collectivités des territoires du Bas St-Laurent, de la Gaspésie et des Îles-de-la-Madeleine
- Commission autochtone de gestion régionale du Québec (CAGRO)
- Commission canadienne de mise en valeur de la main-d'oeuvre
- Commission de l'enseignement supérieur des provinces maritimes
- Commission de logement de la communauté urbaine de Toronto
- Commission de mise en valeur de la main-d'oeuvre du Nouveau-Brunswick
- Committee on Employment Equity — P.E.I. Multicultural Council*
- Communications, Energy & Paperworkers Union Local 60N*
- Community Education Development Association of Winnipeg Inc.*
- Community Futures Partners of Manitoba Inc.*
- Community Housing Partners — Peel*
- Community Involvement of the Disabled, Society*
- Community Legal Assistance Society*
- Community Services Council — Newfoundland and Labrador*
- Community Unemployed Help Centre, inc.*
- Computer Wise*
- Concordia Student Union*
- Confederation College Children & Family Centre ET ECE Resource Teacher Program*
- Confédération des associations des étudiants de l'Université Laval (CADEUL)
- Confédération des associations des professeurs des universités de la Nouvelle-Écosse

City of Toronto — Housing Department
City of Windsor — Social Services Department
City of Winnipeg — Committee on Planning and Community Services
Clark, Robert M. (Prof.)
Clubs des garçons et filles du Canada
Co-op Atlantic
Coalition canadienne des organismes communautaires de développement de l'employabilité
Coalition Chaleur pour la sauvegarde des programmes sociaux
Coalition contre les changements à l'assurance-chômage
Coalition des aîné(e)s du Québec
Coalition des centres de santé et de ressources communautaires d'Ottawa-Carleton
Coalition des garderies privées du Québec
Coalition étudiante postsecondaire de l'Est du Québec
Coalition for Family Support Services
Coalition for Social Assistance Reform (CSAR)
Coalition for the Education and Training of Women
Coalition oecuménique pour la justice économique
Coalition of Custodial Parents
Coalition of National Voluntary Organizations
Coalition ontarienne pour l'amélioration de garde d'enfants
Coalition populaire de Granby et région
Coalition pour les enfants, les familles et les communautés ET le *Sparrow Lake Alliance*
Coalition urgence rurale
Collectif formation travail du KRTB (Kamouraska, Rivière-du-Loup, Témiscouata, Les Basques)
Collège Cambrian
College Institute Educators' Association of British Columbia
Collège universitaire de Saint-Boniface — Conseil d'administration
Colliver, Roger
Comité ad hoc du Nouveau-Brunswick sur la réforme de la sécurité sociale

Centre d'organisation et de formation des travailleuses et travailleurs en entreprises collectives /
Corporation de développement communautaire du Bas-Richelieu

Centre de services communautaires Justice et Foi

Centre éducatif, culturel et communautaire «La Picasse»

Centre for Community Enterprise — National Policy Group

Centre-Femmes d'aujourd'hui

Centres jeunesse de Québec

Centretown Churches Social Action Committee ET Centre 507

Centro Clinton Daycare

Chamberlain, Robert

Chambre de commerce des provinces de l'Atlantique

Chambre de commerce du Canada

Chambre de commerce du Québec

Chernesky, Dwight

Child and Family Services of Western Manitoba

Child Care Planning Committee of the Lanark Children's Services Co-ordinating & Planning Group

Child Care Training Project, Yukon College ET Child Development Centre, Whitehorse

Children's Integration Support Services of Ottawa-Carleton

Chisholm, Robert T.

CHOICES (Canadians Helping Other Inquiring Canadians to Enjoy Success)

Choices — A Coalition for Social Justice

Church in Society — Sydney Presbytery — United Church of Canada

Citizens for Public Justice — Alberta Affiliate

Citizens for Public Justice / CJL Foundation

City of Calgary — Special Task Force on Social Policy

City of Charlottetown

City of Edmonton

City of Halifax

City of Saint John

City of Toronto — Department of Public Health / Planning for a Healthy Future Subcommittee of the
City of Toronto Board of Health

Canadian Council for Reform Judaism — National Social Action Committee

Canadian Hearing Society

Canadian Labour Congress — Northwestern Ontario Area

Canadian Linguistic Association

Canadian Nursery Trades Association

Canadian Paraplegic Association

Canadian Pensioners Concerned, Ontario Division

Canadian PrePress Institute

Canadian Research Institute for the Advancement of Women — Nova Scotia

Cape Breton & District Labour Council

Cape Breton Island Building & Construction Trades Council

Cape Breton Joint Expenditure Board

Cape Breton Labourers' Development Company Ltd.

Capital Learning Systems

Carberry, Sheilaagh

Career Foundation (a Division of York Region Education/Industry Foundation)

Carleton International — Carleton University

Carleton University Teaching & Research Assistants (CUPE 2323)

Carmichael, Henriette

Carnegie Community Centre Association

Carrefour relance de l'économie et de l'emploi du centre de Québec

Catholic Rural Life Conference of the Diocese of London

Catholic Women's League of Canada

Centrale de l'enseignement du Québec (CEQ)

Centrale des syndicats démocratiques (C.S.D.)

Centre canadien d'étude et de coopération internationale

Centre canadien de recherche en politiques de rechange

Centre canadien du marché du travail et de la productivité

Centre communautaire des femmes sud-asiatiques

- Caledon Institute of Social Policy
- Calgary and District Labour Council
- Calgary Chamber of Commerce
- Calgary Institute for the Humanities
- Calgary Inter-Faith Food Bank Society
- Calgary Meals on Wheels
- Calgary Regional Association for Quality Child Care
- Cameron, Gary
- Camosun College (Community College)
- Campaign 2000
- Campbell, Robert S.W.
- Canada Committee for the International Year of the Family 1994
- Canada Employment Centre — Antigonish
- Canadian AIDS Society
- Canadian Alliance for Home Managers
- Canadian Association for Adult Education
- Canadian Association of Petroleum Producers
- Canadian Association of Retired Persons
- Canadian Association of Schools of Social Work, Toronto
- Canadian Auto Workers — Local 127 (Political Education Committee)
- Canadian Auto Workers — Local 195
- Canadian Auto Workers — Local 200
- Canadian Auto Workers — Local 444
- Canadian Auto Workers — Local 1520
- Canadian Child Care Federation
- Canadian Congress for Learning Opportunities for Women — Alberta Network
- Canadian Congress for Learning Opportunities for Women — Ontario Network
- Canadian Congress for Learning Opportunities for Women — Ottawa Network
- Canadian Co-operative Association

Boys and Girls Clubs of Ontario

Br. T.I. Murphy Learning Resource Center

Branchflower, Jane

Brandon, Don

Bridgewater Day Care Centre

Briggs, Genevieve A.

British Columbia Aboriginal Training & Employment Association

British Columbia Anti-Prohibition League

British Columbia Association for Community Living

British Columbia Coalition of People with Disabilities

British Columbia Conference — United Church of Canada

British Columbia Federation of Labour (CLC)

British Columbia Government and Service Employees' Union

British Columbia Institute of Technology Students' Association

British Columbia Maritime Employers Association

British Columbia Paraplegic Association

British Columbia Persons with AIDS

British Columbia Teachers' Federation

British Columbia Visible Minority Reference Group on Labour Force Development

Buetendyl, C.

Building & Construction Trades Council — Toronto / Central Ontario

Bureau canadien de l'éducation internationale

Bureau d'animation information logement du Québec métropolitain

Burich, Alice

Burnie, Mary

Burton, Dawne

Burrows, Bill

Business & Professional Women's Club of Windsor

Business and Professional Women's Clubs of Alberta

- Atlantic Childcare Coalition*
- Atlantic Provinces Economic Council*
- Atlantic Provinces Joint Advisory Councils on the Status of Women*
- Ayre, Don (+ Associates (1984) Inc.)
- B.C. & Yukon Territory Council of the Canadian Federation of Labour
- B.C. Coalition for Safer Communities Regional Network
- B.C. Family Members of the National Family Network
- Baffin Region Futures Society (BRFS)*
- Baffin Region Inuit Association*
- Baker, Maureen
- Bates, E. Verne
- Bathurst and District Labour Council*
- Bay St. George South Area Development Association*
- Bédard & Associés
- Bégin, Claire
- Belfast Community Development Corp.*
- Bellos, Claire
- Berendse, Ray
- Bergmanis, Peter
- Bertram, Frank (Prof.)
- Betcherman, Gordon
- Bladen, Philip
- Blouin, Gilles
- Board of Trade of Metropolitan Toronto*
- Borkowski, W.W.
- Boyd, David
- Boys & Girls Clubs of Newfoundland & Labrador*
- Boys and Girls Clubs of Alberta*

Association des services de réhabilitation sociale du Québec (1989) inc.

Association des services sociaux des municipalités de l'Ontario

Association des sourds du Canada

Association des travailleurs sociaux de l'Alberta

Association des universités de l'Atlantique

Association des universités et collèges du Canada (AUCC)

Association féminine d'éducation et d'action sociale (AFÉAS)

Association for Community Living — Manitoba

Association générale des étudiant(e)s de Bois-de-Boulogne inc.

Association générale des étudiants du Collège Édouard-Montpetit

Association internationale des machinistes — Centre de réadaptation, d'orientation et d'intégration au travail (AIM — CROIT)

Association internationale des machinistes et des travailleurs de l'aérospatiale

Association internationale des poseurs d'isolant et des travailleurs de l'amiante

Association libérale fédérale d'Oshawa

Association minière du Canada

Association multi-ethnique pour l'intégration des personnes handicapées du Québec

Association nationale des collèges carrières

Association nationale des femmes et du droit

Association of Academic Staff — University of Alberta

Association of Early Childhood Educators, Ontario

Association of Ontario Health Centres

Association of Private Trainers and Career Colleges of Nova Scotia

Association of Registered Nurses of Newfoundland

Association of University of New Brunswick Teachers

Association ontarienne des centres de consultation pour l'embauche des jeunes

Association parlementaire des étudiants des collèges communautaires de l'Ontario

Association pour le développement des ressources humaines Néguaac-Alnwick inc.

Association pour l'éducation permanente dans les universités du Canada

Ateliers jeunesse Rive-Sud

- Association canadienne pour la santé mentale — Division du Manitoba
- Association canadienne pour la santé mentale — Ottawa-Carleton
- Association canadienne pour les études avancées
- Association coopérative d'économie familiale (ACEF) de Québec
- Association culturelle franco-canadienne de la Saskatchewan
- Association d'études canadiennes
- Association de promotion des services de garde de la Nouvelle-Écosse
- Association des acadiennes de la Nouvelle-Écosse
- Association des assureurs-vie du Canada
- Association des banquiers canadiens
- Association des cadres des collèges du Québec
- Association des capitaines-propriétaires de la Gaspésie
- Association des chefs de services bénévoles du Canada secteur santé
- Association des clubs de recherche d'emploi du Québec
- Association des collèges communautaires du Canada
- Association des collèges d'arts appliqués et de technologie de l'Ontario
- Association des conseillers et des conseillères scolaires francophones du Nouveau-Brunswick
- Association des diététistes du Nouveau-Brunswick
- Association des empaqueteurs de poisson du Nouveau-Brunswick
- Association des employés de la fonction publique du Nouveau-Brunswick
- Association des enseignants et des enseignantes francophones du Nouveau-Brunswick
- Association des étudiant(e)s aux études supérieures de l'Université du Québec à Rimouski
- Association des étudiant(e)s du Collège universitaire de Saint-Boniface
- Association des étudiantes et étudiants de l'Université McGill
- Association des infirmières et infirmiers du Canada
- Association des intervenants forestiers des Hautes-Laurentides
- Association des manufacturiers du Canada — Division de l'Ontario
- Association des manufacturiers du Québec
- Association des parrains des services d'employabilité du Québec inc.

Armstrong, Patricia
Armstrong, Rose
Assal, Georges

Assemblée des aînées et aînés francophones du Canada
Assemblée des groupes de femmes d'interventions régionales
Assemblée des premières nations

Association canadienne d'administrateurs de recherche universitaire
Association canadienne d'habitation et de rénovation urbaine

Association canadienne de la construction
Association canadienne de la paie

Association canadienne de la surdité et de la rubéole
Association canadienne des administrateurs scolaires
Association canadienne des banques alimentaires

Association canadienne des centres d'action bénévole
Association canadienne des centres de vie autonome

Association canadienne des commissions / conseils scolaires
Association canadienne des écoles universitaires de nursing
Association canadienne des ergothérapeutes

Association canadienne des non-employés
Association canadienne des professeurs et professeurs d'université (ACPPU)
Association canadienne des programmes de ressources pour la famille

Association canadienne des restaurateurs et des services alimentaires
Association canadienne des travailleurs sociaux
Association canadienne pour l'intégration communautaire

Association canadienne pour la promotion des services de garde à l'enfance
Association canadienne pour la santé mentale & Réseau national pour la santé mentale
Association canadienne pour la santé mentale — Division de l'Alberta
Association canadienne pour la santé mentale — Division de l'Ontario
Association canadienne pour la santé mentale — Division de la C.-B.

- Alberta Association of Immigrant Serving Agencies
- Alberta Association of Retirement Planners
- Alberta Black Heritage Studies Association
- Alberta Committee of Citizens with Disabilities
- Alberta Committee of Citizens with Disabilities — Southern Office
- Alberta Council for Global Justice
- Alberta Federation of Labour
- Alberta New Democrat Women's Caucus
- Alberta Premier's Council on the Status of Persons with Disabilities
- Alberta Regional Women's Committee — PSAC Calgary Regional Office
- Alberta Teachers' Association
- Alberta / N.W.T. Network of Immigrant Women
- ALERT P.E.I.*
- Alliance canadienne pour la paix
- Alliance de la fonction publique du Canada—sud-ouest de l'Ontario
- Alliance des étudiants(e)s du Nouveau-Brunswick
- Alliance Québec
- ALLKIDS Services Early Intervention Program
- Alma Mater Society of UBC
- Alternative Solutions for Albertans (ASA) Foundation
- Alternatives North
- AMICO St-Ludger inc.
- Anglican Diocese of Calgary — Peace and Justice Committee ET Committee on the Ecumenical Decade of the Churches in Solidarity with Women
- Annapolis Investments
- Antigonish Early Childhood Intervention Program
- Antigonish Women's Resource Centre
- Antonlades, Valerie
- Apps, Martin
- Archidiocèse de Québec, Office des milieux, secteur social

Annexe B

Liste des mémoires reçus — Phase II

ABC Canada — Fondation pour l'alphabétisation

Ability Plus Employment Services

Aboriginal Inter-Governmental Committee on Training

Aboriginal Women's Association of R.E.I. Inc.

Aboriginal Women's Council of B.C.

Action Chômage Kamouraski Inc.

Action-Logement

Ad Hoc Committee on Social Security Reform

Ad Hoc Community Committee of 100 Mile House

Adair, D. Brent

Adams, Barbara B. (D^r)

Adlington, Lorraine

Adolescent Parent Centre

Adult Education Sectoral Committee (of the Saskatchewan Federation of Labour)

Advanced Education Council of British Columbia

Advocates for Community Based Training and Education for Women

African Canadian Legal Clinic

Agricultural Workforce Policy Board

Aizenberg, Hyman M.

Alberta & Northwest Conference of the United Church of Canada — Economy Task Group

Alberta Association for Adult Literacy

Alberta Association for Community Living

Alberta Association of Community Based Trainers

Fédération des étudiantes et des étudiants de l'Université d'Ottawa

Jean-François Venne, président

Jean-Michel Picard, vice-président, externe

Ontario Psychiatric Survivors' Alliance of Ottawa-Carleton

Bill Carne, membre du Conseil d'administration (trésorier)

Ottawa-Carleton Child Care Association

Karen Guité, présidente, Affaires fédérales

Jamie Kass, *Education Officer*

Sheet Metal Workers International Association Local Union 47

Paul Graveline, *Business Representative*

Bureau du vérificateur général du Canada

65

20 décembre 1994

Denis Desautels, vérificateur général du Canada

Richard Fadden, vérificateur général adjoint du Canada

Louis Lalonde, directeur principal

Comité consultatif sur l'autoroute de l'information

Frank Heisler, étudiant, *William Lyon Mackenzie College*

Veronica Lacey, présidente du groupe d'étude d'apprentissage et formation

Groupe consultatif sur le temps de travail et la répartition du travail

Arthur Donner, président

Bob White, président du Congrès du Travail du Canada,

membre

Armine Yalinzayan, membre

Groupe d'étude chargé du travail saisonnier et de l'assurance-chômage

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16 janvier 1995

Patrick Grady, président

Danielle Labonté, secrétaire

John Elton Green, membre

Aldea Landry, membre

Jack Munro, membre

Pierre H. Simard

Conseil de planification sociale d'Ottawa-Carleton

Eugene Duguay, expert-conseil

Danielle Galipeau, membre du Réseau francophone

Conseil des récipiendaires d'aide sociale
d'Ottawa-Carleton

Linda Lalonde, conseillère en politiques

Déclarations spontanées

Paul Brisson

Mao Chambers

Art Kube

Linda Rhéaume

Steve Thomas

Christine Elwell

Robert Chisholm

Neil Gaudreau

Sue Haliburton

Kevin Kinella

Len MacDonald

Deep River Science Academy (DRSA)

Becki Halko, étudiante

John Hardy, président du Conseil

Direction Jeunesse

Marie-Andrée Laforest, présidente

Mora Fortier, membre du Conseil d'administration

Equality for Gays and Lesbians Everywhere (EGALE)

John Fisher, directeur

Pam MacEacharn, membre

Carmen Paquette, membre

Greg Williams, membre

Fédération canadienne des professeures et professeurs
d'université

Donald C. Savage, directeur exécutif

Joyce Lorimer, vice-présidente

Ron Vincent, associé

***Carleton University Teaching & Research Assistants
(CUPE 2323)***

Fuyuki Kurasawa, vice-président, Externe

Shirley Off

Alex Taylor, membre de l'exécutif

Melanie White, membre de l'exécutif

***Child Poverty Action Group — Ottawa-Carleton
Chapter***

Harriet Lang, trésorière

Helen Saravamutto, présidente

Paul Wallace, membre

***Children's Integration Support Services of Ottawa-
Carleton***

Moira D'Aoust, directrice de programmes

Suzanne Dugas, directrice

***Coalition of Ottawa Community Health and Resource
Centres***

Carolyn Andrew, professeure, membre du Conseil

d'administration, Lower Town Resource Centre

Michael Birmingham, directeur exécutif

Karen Stasky, directrice exécutive

***Comité d'action sociale des églises du centre-ville et du
Centre 507***

Betty Gross, présidente, Centre 507

William Jay, ministre

Bill MacKay, Employment and Outreach Co-ordinator

Marita Poll, coordonnatrice, Centre 507

***Communications, Energy and Paperworkers Unions of
Canada (Ottawa Office)***

Keith Newman, directeur de la recherche

Computer Wise

Danielle Allen, coordonnatrice

Russell Cecchini

New Brunswick Women in Law (NBWIL) and

LEAF-NB Inc.

Judith Keating, présidente, NBWIL

Premier's Council on the Status of Disabled Persons

Sandra Latchford, présidente

Social Security Reform Steering Committee

Representing People with Disabilities in New Brunswick

Randy Dickinson, président

Alene Steinback, consultante

Université de Moncton — Cabinet du Recteur

Léandre Desjardins, vice-recteur, Enseignement et recherche

Université du Nouveau-Brunswick

James O'Sullivan, vice-président, Finance et Administration

Université St-Thomas

Daniel O'Brien, président et vice-chancelier

Ville de Saint-John

Edward Farren, Affaires intergouvernementales

Thomas J. Higgins, maire

Women Acting Today for Tomorrow (WATT)

Carol Ferguson

Barbara Martin

Joan McFarland

Heidi Smith

Action-Logement

Marco Leboeuf, agent de développement communautaire

Dwane Unruh, conseiller en logement

Canadian Congress for Learning Opportunities for Women — Ottawa Network

Linda Clippingle, CREA

Kathleen Thomas, CCLOW

Pat Webb, directeur Ontario

Capital Learning Systems

Glenda Lewe, Skills Analyst

Fédération du travail du Nouveau-Brunswick

John McEwen, président

Florence Robart, adjointe exécutive

Fredericton Area Coalition for Social Justice

Brian McIntosh, co-coordonnateur

Tom Steep, membre

Fredericton Native Friendship Centre

Kathleen Woodman, vice-présidente

Joe Wysote, trésorier

Horticultural Human Resource Council — Atlantic Region

Bob Arseneau, producteur, *Maritime Sod Limited*

John Coburn, producteur

Carl Duiven Voorde

New Brunswick Advisory Council on the Status of Women

Joan Kingston, présidente

New Brunswick Association for Community Living

Joanne Kratichuck, présidente

Lorraine Silliphant, directrice exécutive

New Brunswick Committee on Literacy

Janice Campbell, secrétaire

Jan Greer, coordonnatrice de promotions

Dorothy Silver, *Learner Representative*

New Brunswick Labour Force Development Board

Patrick Fannigan, directeur exécutif

Frazier MacLeod, membre du Conseil

Florence Robart, membre du Conseil

New Brunswick Student Alliance

Linda Gionet, vice-présidente

Kelly Lamrock, présidente

Lara Roke, trésorière

Colleen Cash
Evan Scott
Lawrence Shebib, gérant d'affaires

University College of Cape Breton Students' Union
Mark Chapman, président

*University College of Cape Breton — National
Education Organizations Committee*

Jaquelyn Thayer-Scott, présidente et vice-chancelière

Atlantic Provinces Chamber of Commerce

Paul J. Daigle, président directeur général

Peter Leblanc, président

Rona Levine-Bubera, présidente, Chambre de commerce
du N.-B.

Conseil économique du Nouveau-Brunswick

Camille Belliveay, président

Guy Lévesque, aviseur

Jean Nadeau, directeur exécutif

Déclarations spontanées

Eugene Omboli

Peter Saloniis

Early Childhood Coalition Petite Enfance

Gayle Keith-Mitton, présidente

Martha Maillet, membre du Conseil

Susan McGibbon, membre du Conseil

Elizabeth Sacobie, *MicMac/Malteseet Child Care Council*

Dixie van Raalte, membre du Conseil, *Training Coordinator,
Native Childcare*

Federated Women's Institutes of Canada

Marie-Anne Green, présidente, *N.B. Women's Institute*

Mildred Keith, présidente élue

Federation of New Brunswick Faculty Associations

Desmond A. Morley, directeur exécutif

Gary D. Long, président

International Brotherhood of Electrical Workers — Local 1852

John MacInnis

Gerry Shanahan

Maritime Provinces Higher Education Commission

Laurence Simpson, présidente

Alistair Sinclair, membre

New Dawn Entreprises Limited

Susan King

Cathy MacDonald

Rankin MacSween

Hector MacSween

Ora McManus

Nova Scotia Labour Force Development Board

Tom MacDonald, directeur exécutif

Alec McIsaac, membre

Specialink — The National Childcare Mainstream Network

Sharon Hope-Irwin, directrice

Strait Area and District Labour Council

Ivy Foye, premier vice-président

Alex MacDonald, président

Task Force on the Economic Integration of Women with Disabilities in Nova Scotia

Marcie Shwery-Stanley, présidente

Town Daycare Centre

Patricia MacDonald

Union of Nova Scotia Municipalities

Madaline Libbus, présidente

Ken Simpson, directeur exécutif

United Brotherhood of Carpenters and Joiners of America — Local 1588

John Abbass

A. Bruce MacDonald, président, *Church in Society Committee*

Syndicat des étudiants de l'Université de

l'Île-du-Prince-Édouard

Andrew MacPherson, président

Université de l'Île-du-Prince-Édouard — Bureau du

président

C.W.J. Elliot, vice-chancelier

ALKIDS Services Early Intervention Program

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Valerie Donovan

Antigonish Diocese — Diocesan Pastoral Centre

Peggy Butts, C.N.D.

Cape Breton and District Labour Council

Kelly McNenly-Chiasson

Ed Murphy

David Shaw

Cape Breton Island Building and Construction Trades

Council

Edward M. MacNeil, président

Danny MacDonald, vice-président

Frank MacKinnon, secrétaire financier

Cliff Murphy, secrétaire

Doug Serroul, trésorier

Cape Breton Joint Expenditure Board

John Coady, président

Cape Breton Labourers' Development Company

Limited

John MacDonald, gérant

Fabian McKinnon, responsable des achats

Community Involvement of the Disabled, Society

Patricia Flynn, présidente

Donkin, Port Morien and Birch Grove Pastoral

Charge — United Church of Canada

Rev. Kevin Little

Industrial Cape Breton Tomorrow

Blair Riley, président

Margaret Murphy

Cindy Rice, directeur, *Parkdale Sherwood Headstard*

Greater Charlotte Area Chamber of Commerce

Wayne Hamblly, président

Harney McKinnon, directeur général

Cathy Rose, trésorière

Greater Sumnerside Chamber of Commerce

Larry Bertrand, directeur de l'éducation

Leaders Corps — YMCA Charlotte (with the Charlotte Boys and Girls Club)

Eric Daggett, *Charlotte Boys and Girls Club*

Kellye MacLoed, *Charlotte Leader Corps.*

Pennye MacLoed, *Leaders Corps, YMCA*

Blake Morrissey

Jeff Cuthleon, *Charlotte Boys and Girls Club*

Andrew Warren, *Shelltown YMCA*

Pat Coady, *P.E.I. Family Network*

Déclaration spontanée

Wanson Hemphill, P.E.I. *Forest Workers Association*

National Farmers Union — District 1, Region 1

Gordon Carter, coordonnateur régional

Urban Laughlin, directeur de district

P.E.I. Literacy Alliance

Grant Brooks, membre du Conseil

Heather Irving, présidente

Dianne Morrow, directrice générale

P.E.I. Women's Reference Group

Ann Maxwell

Regina Russell

Société Saint-Thomas d'Aquin

Elise Arsenaull, directrice générale

Eloi Arsenaull, président

Angie Cormier, consultante

Déclarations spontanées

Joe Byrne
 Valerie Lapointe, ALERT
 Brian Curley, ALERT
 Marilyn Sark, Lennox Island Band
 Jeff Pacquet
 Ellen Reynolds, P.E.I. Coalition Social Security Reform

Early Childhood Development Association

Ann Hayer, présidente
 Margaret Penwarden, secrétaire-trésorière, *West Prince Chapter*

Fédération canadienne des femmes universitaires — Charlottetown

Dorothy MacLeod, déléguée provinciale

Fédération canadienne du Travail — Conseil de l'Île-du-Prince-Édouard

Ted Crockett, président

Ray McBride, Conseil du travail de l'Île-du-Prince-Édouard

Fédération de l'agriculture de l'Île-du-Prince-Édouard

Philip Brown, président

Fédération des municipalités de l'Île-du-Prince-Édouard

Lisa Doyle-MacBain, directrice exécutive

Cecil Murl, président

Fédération des professeurs de l'Île-du-Prince-Édouard

Jim Blanchard, secrétaire général

Leo Broderick, président

Fédération du travail de l'Î.-P.-É.

Earl Affleck, vice-président

Mary Boyd, coordonnatrice de projet, réforme sociale

Heath Ellis, secrétaire-trésorier

Sandy MacKay, président

Focus Group for Special Needs Pilot Project for P.E.I.

Anjie MacEachern, directrice, *Creative Childcare Centre*

Université Dalhousie — Bureau du président

Howard Clark, président

John Risley, membre *Board of Governors* et président de *Clear Water Fine Food*

Ville de Halifax

Robert Britton, directeur des services sociaux

Walter Fitzgerald, maire

Women's Action Coalition of Nova Scotia

Sheila G. Richardson, co-coordonnatrice

Mildred Millar, co-coordonnatrice

Women's Centres CONNECT!

Laura Baker-Verner, coordonnatrice

Yarmouth Tri-County Council of Unions (CLC)

Mike Scott, président

YMCA Halifax

Jane Boudreau, présidente sortante et volontaire

Association de construction de l'Île-du-Prince-Édouard

J. Francis Reid, directeur général

Association de l'industrie du tourisme de l'Île-du-Prince-Édouard

Mary Ellen Dougan, directrice générale, *Island East Tourism Group*

Kathy Livingson, directrice, Formation et éducation

Association des pêcheurs de l'Île-du-Prince-Édouard

Roy Drake, membre du Conseil d'administration

Belfast Community Development Corporation

Jim Kinnee, membre

Conseil des pêches du Canada

Ron Bulmer, président

Coopératives de logements de l'Île-du-Prince-Édouard (membres de la Fédération des coopératives de logements du Canada)

Judy Bayliss, membre du Conseil d'administration

Nova Scotia League for Equal Opportunities

Margaret Hiltz, *Past-Chairman*

Lorne Ryan, *coordonnateur provincial*

Mainland Building and Construction Trades Council-Nova Scotia

Fern J. Tardif, *vice-président*

Nova Scotia Women's Fish Net

Lori Vitale Cox, *représentante*

Progress Centre for Early Intervention

Patsy Layboldt-Lavigne, *parent*

Patricia Monaghan, *Pre-School Out-Reach Co-ordinator*

Patricia Morse, *coordonnatrice du programme*

Queens Early Childhood Development Association

Donna Dexter, *co-coordonnatrice*

Margaret Lalonde, *co-coordonnatrice*

Second Story Women's Centre

Debbie Reimer, *rechercheur*

Services sociaux municipaux de la Nouvelle-Écosse

Rosemary J. Mullins, *directrice des services sociaux, Comité de*

Cumberland/Parsonsboro

Michael MacIsaac, *directeur des services municipaux, comité de*

Pictou

Société St-Vincent-de-Paul, Conseil provincial de la Nouvelle-Écosse

Beth Bruce, *présidente du sous-comité sur Social Policy Review*

Michael Burke, *vice-président du Conseil de Halifax*

Audrey Goodyer, *présidente du Conseil provincial de la*

Nouvelle-Écosse

Syndicat des étudiants de l'Université Dalhousie

Hal MacLean, *vice-président, Externe*

Syndicat des étudiants de la Nouvelle-Écosse

Suzanne Drapeau, *directrice générale*

Mark Frison, *président*

U.A. Local 244 Plumbers & Pipefitters

Ben Chisholm, *Business Manager*

Congrès du travail du district de Cumberland (CTC)

Terry Rhindress, président

Conseil des présidents d'universités de la Nouvelle-Écosse

David J. Lawless, président

Conseil économique des provinces de l'Atlantique

David Amiraault, économiste

Fred Morley, *Senior Policy Analyst*

John Odenthal, représentant

Fédération acadienne de la Nouvelle-Écosse

Paul Comeau, directeur général

Fédération de l'agriculture de la Nouvelle-Écosse

Charles Keddy, président

Greg Webster, président, Comité sur le travail

Fédération des travailleurs de la Marine

Les Holloway, secrétaire-trésorier

Fédération du travail de la Nouvelle-Écosse

Rick Clarke, président

Rick Williams, chercheur

Institut canadien de recherche pour l'avancement des femmes — Nouvelle-Écosse

Linda Christiansen-Ruffman, membre de l'Exécutif

Metro Area Women with Disabilities (MAWWD)

Cindy Bryant, membre du Conseil

Kate Fancy, membre du Conseil

National Action Committee on the Status of Women — Nova Scotia

Debora Trask, *Nova Scotia Regional Representative*

Native Council of Nova Scotia

Dwight Dorey, chef et président

Roger Hunka, directeur général

Margaret Walsh, coordonnatrice provinciale de la réforme de la sécurité sociale

Déclarations spontanées

Mark Rogers, membre

Nancy Anderson

Dominic Cardy

Brian Lee Crowley

Rex Guy

John den Hollander

Michael Isaac

Robin MacKinnon

Laura Penny

Commission des personnes handicapées de la Nouvelle-Ecosse

Joan Cummings, présidente

Charles Macdonald, directeur général

Confédération des associations des facultés d'universités de la Nouvelle-Ecosse

John D'Orsay, directeur général

Congrès des femmes Noires du Canada (Divisions de Preston/Cherry Brook/Lake Loon/Westphal et régions)

Dolly Williams, représentante

Congrès du travail de Halifax-Dartmouth et district (CTC)

Carlotta Weymouth, présidente

Congrès du travail de la vallée de l'Annapolis (CTC)

Mark Rogers, délégué

Congrès du travail de la rive Sud (CTC)

Anne Holland, présidente

David Scobey, secrétaire

Congrès du travail de New Glasgow et district

Dave Cosh, président

Congrès du travail de Truro et district (CTC)

Todd Mullin, secrétaire

John Den Hollander

Cheryl Gillette, vice-présidente, *Nova Scotia Association of Social Workers*

Joan Gilroy, directrice, *Maritime School of Social Work*

Rex Guy

Michael Isaac

Robin MacKinnon, *Nova Scotia NDP Young Wing*

Déclarations spontanées

Nancy Anderson, directrice exécutive, *Veith House*

Dominic Cardy

Association du bien-être de la famille et des enfants de la Nouvelle-Écosse

Cyril Reddy, membre de l'Exécutif

Association des universités de l'Atlantique

Elizabeth Parr-Johnston, président, Association des universités de l'Atlantique

Atlantic Childcare Coalition

Valerie Blaauw, membre

Atlantic Provinces Joint Advisory Councils on the Status of Women

Katherine McDonald, présidente

Annapolis Valley-Hants Constituency Committee

Rex Guy, membre

Janet McClain, membre et professeur, Science politique, Université Acadia

Child Care Advocacy Association of Canada

Jocelyne Tougas, directrice générale

Sue Wolstenholme, coprésidente

Comité ad hoc des femmes de la Nouvelle-Écosse sur la réforme de la sécurité sociale

Buseje Bailey, coordonnatrice

Stella Lord, coprésidente

Comité d'action politique de Cap Breton Highlands-Cansco — PSAC

Michael Moeller, coordonnateur

St. John's Status of Women Council Women's Centre

Joanne Deleeny, *Women Center* Corner Brook

Sylvia Hatch

Lynn Peddle, *St. John's Women Centre*

Jane Walsh, membre, comité directeur

Wendy Williams, coordonnatrice, *Women Center St. John's*

United Food and Commercial Workers — Local 1252

Lindsay Loveless, agent d'affaire

Myra Potter, adjointe exécutive

School of Continuing Education — Memorial

University of Newfoundland

Graham Skanes, *Dean of Continuing Education Group,*

Memorial University of Newfoundland and

President-elect, Canadian Association for Continuing

University Education

Women's Reference Group — Newfoundland &

Labrador Labour Force Development Board

Sylvia Ash, *Women's Centre,* Port-aux-Basques

Barbara Neis, *Newfoundland and Labrador Women's Fish Net*

Agnes Pike, représentante du Labrador

Jane Robinson, représentante St. Jean Est

Sharon Taylor, *Women's Economic Network*

Joan Whelan, représentante des femmes

Antigonish Women's Resource Centre

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Association canadienne des paraplégiques —

Nouvelle-Ecosse

Laughlin Rutt, directrice exécutive

Association des acadiennes de la Nouvelle-Ecosse

Monique Jawed, directrice

Association des facultés de l'Université Dalhousie

Prof. Jennifer Bankier, présidente

Association des travailleurs sociaux de

la Nouvelle-Ecosse

Dominic Cardy

Fédération du Travail de Terre-Neuve et du Labrador

Elaine Price, présidente

Martin Saunders, CLC — Terre-Neuve et du Labrador

Fishermen, Food and Allied Workers (FFAW)

Earle McCurdy, président

Groupe contre la pauvreté

Bev Brown, coordonnatrice

Michèle Neary, directrice exécutive, Newfoundland Association for Community Living

Mary Reid, Civic 4

Jean Swanson, présidente, Association nationale anti-pauvreté

L.I.S.T.E.N.

Linda Austin, adjointe administrative

Maryann Flemming, coordonnatrice

Longshoreman's Protective Union — Local 1953

Ronald Dillon, premier vice-président

Marine Institute Student's Union

Craig Adams, vice-président, Communications externes

Keith Clarke

Memorial University of Newfoundland Faculty Association

Christopher Dennis, président

Peter Narvaez, membre du Conseil

Joan Scott, membre du Conseil

Newfoundland and Labrador Women's Fish Net

Kathy Young

Barbara Neis

Newfoundland and Labrador Women's Economic Network

Shawn Taylor

Jamie Winter

Julie Wolfe

Déclarations spontanées

Darrin Stanley
 Bill Broderick
 Rick Engram, Ready Centre Community Services Council
 Robert Evans
 Lan Gien
 Glenys Gould
 Kathleen Kufeldt
 Keith Osborne
 Harvey Taylor

Community Services Council of Newfoundland and Labrador

Penelope Rowe, directrice exécutive
 Marie Hedderston, membre du Conseil

Congrès du Travail de St-Jean et district

Florence Power, présidente

Consumer Organization of Disabled People of Newfoundland and Labrador

Regina Ash, membre

Cathy Murphy, vice-présidente

Council of Student's Union — Memorial University of Newfoundland

Vill Power, président

Paul Thornhill

Daybreak Parent Child Centre

Melba Rabinowitz

Economic Recovery Commission — Newfoundland and Labrador

Doug House, président

Patty Powers, directrice, *Income Security*

Fédération des étudiants de Terre-Neuve et du Labrador

George Carey

Société d'exploitation des ressources de la Vallée Inc.
Daniel Héon, travailleur syndical
Gaétan Lambert, responsable, Ressources humaines

Syndicat de l'enseignement du Grand-Portage
Berthier Dumont, premier vice-président et enseignant en formation professionnelle
Maryvonne Thébault, présidente

Syndicat des chargés de cours de l'Université du Québec à Rimouski (SCCCUQAR)

Roger Mavoungou, vice-président, Information

Table de concertation des groupes de femmes de l'Est du Québec

Anne Gauthier, coordonnatrice

Andrée Urvo, conseillère en emploi

Tremplin travail Vallée-de-la-Matapédia

Ginette Larocque, responsable de l'encadrement

Hélène Martin, directrice

À titre personnel

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12 décembre 1994

Association des travailleurs sociaux de Terre-Neuve et du Labrador

Leslie Bella, membre

Bruce Cooper, directeur exécutif

Hélène Davis, membre

Julie Fleet

Kim Hanco

Morris Saldou

Canadian Paraplegic Association — Terre-Neuve et Labrador

Sean Fitzgerald, président

Michael Parsons, vice-présidente

Chambre de commerce de St-Jean

Gerard McDonald, président

GRIDEQ — Université du Québec à Rimouski

Serge Côté, professeur à l'Université de Rimouski et directeur de GRIDEQ

Danielle Lafontaine, professeur à l'UQAR, membre de GRIDEQ

Municipalité régionale du Comté des Îles-de-la-Madeleine

Mario Cyr, maire

Opération Dignité II

Berthier Pelletier, administrateur

Gilles Raymond, président

Conseil régional de concertation et de développement de la Gaspésie et des Îles-de-la-Madeleine

Gilbert Scantland, directeur général administrateur

Eugène Bouchard, président

Ralliement Gaspésien et Madelinot

Ginette Côté, coordonnatrice

Regroupement contre l'appauvrissement dans l'Est du Québec (R.C.A.E.Q.)

Pauline Leclerc, membre du Conseil d'administration

Gilles Roy, membre du Conseil d'administration

Regroupement des CLSC du Bas Saint-Laurent

Réjean Godbout, directeur général, CLSC Rivières et Marées

Raymond Leblon, directeur général, CLSC Les Basques

Michel Samson, directeur général, CLSC Témiskouata

Regroupement des femmes de la région de Matane Inc.

Micheline Laroché, coordonnatrice

Suzanne Rouzier, agent de développement

Regroupement des organismes communautaires (R.O.C.) de Kamouraska, Rivière-du-Loup, Témiscouata, et Les Basques (K.R.T.B.)

Claire Bilocq, coordonnatrice

Jérôme Caron, président

AMICO St-Ludger Inc.

Béatrice Michaud, animatrice en pastorale

Marie-Paule Malenfant, animatrice en pastorale

Coalition étudiante post-secondaire de l'Est

Régis Beaulieu, président (AGB)

Lucie Pépin, représentante

Coalition urgence rurale

Adéodat St-Pierre, président

Collectif formation de travail du KRTB (Kamouraska, Rivière-du-Loup, Témiscouata, Les Basques)

Raymond Cadrin, président

Monique St-Amand

Comités d'aide au développement des collectivités et

les Sociétés d'aide au développement des

collectivités des territoires du Bas St-Laurent, de la Gaspésie et des Îles-de-la-Madeleine

Pierre Bélanger, président — SADC

François Loisel, consultant

Comité famille St-Hubert — MRC Rivière-du-Loup

Gaëtan Malenfant, organisateur communautaire

Brigitte Plourde, représentante

Conseil central du Bas St-Laurent (CSN)

Rénald Blais, président, Conseil central de la Gaspésie et des

Îles-de-la-Madeleine

Solange Tremblay, présidente

Des Comités-conseils jeunes volontaires

Sylvain Dubé, président, jeunes volontaires — Rivière-du-Loup

Christine Lévesque, présidente, jeunes

volontaires — Kamouraska

Fédération des Clubs de l'Âge d'Or de l'Est du

Québec et Conseil consultatif des aînés et aînées

de l'Est du Québec

Maurice Bérubé, vice-président, Conseil consultatif

Lucien Gendreau, président, Conseil consultatif

Dominique Plante, directeur général

Gilles Blouin		
Mouvement des sans-emploi de Lotbinière Inc.		
Marie Ouellet		
Marie Pressé		
Regroupement des organismes communautaires de la		
Rive-Sud de Québec		
François Corriveau, administrateur		
Solidarité rurale		
Bruno Montour, membre		
Jacques Proulx, président		
Syndicat des travailleurs des chantiers navals de		
Lauzon (CSN)		
Georges-Etienne Tremblay, conseiller syndical, CSN		
Richard Gauvin, président		
Michel Lessard, président		
Table de concertation 18-30 ans		
Michelle Giguère		
Jacques Lacroix, représentant		
Serge Morin		
Patrice René		
Table de concertation des groupes de femmes		
Chaudière-Appalaches		
Thérèse Larochelle, agente de développement		
Maria-Marcelle Thérien, membre de l'exécutif		
À titre personnel		
Martial Lévesque		
Paul-Émile Fortin, retraité		
Thérèse Gagné		
Robert Lapointe		
Lucie Rousseau		
Action-Chômage Kamouraska Inc.		
Yvette Emond, présidente		
Alain Lagacé, conseiller technique		

Rémi Tremblay, vice-président exécutif, président des entreprises aide temporaire, section Québec

Mouvement des associations générales étudiantes de l'Université du Québec à Chicoutimi

Jean-François Caron, secrétaire

Bruno Martel, vice-président — Information

Archidiocèse de Québec, Office des milieux, Secteur social

Marie Chrétien, animatrice à l'Office des milieux

Christiane Lagueux, animatrice

Société canadienne de la CIDH (Classification

internationale des déficiences, incapacités et handicaps) et Réseau de recherche pour la

participation sociale

Mario Bolduc, vice-président

Normand Boucher, adjoint à la recherche

Syndicat de la Fonction publique du Québec

Conrad Berry, agent de recherche

Danielle-Maude, Gosselin, présidente

À titre personnel

Stéphane Coudé

Association coopérative d'économie familiale de Québec

Vital Barbeau, consultant budgétaire, membre de la FNACQ

Richard Dagenais, chercheur, FNACQ

Ateliers jeunesse Rive-Sud

Sylvain Demers

Marco Vachon

Corporation de développement communautaire de l'Amiante

Louiselle Bureau, administratrice

Guylaine Gaudner, administratrice

Carole Mercier, administratrice

Déclarations spontanées

Claire Bégin

Centres jeunesse de Québec

Marcelle Rioux, militante

Lise Methot, agent de liaison des comités d'usagers

Guy Paquin, président du Conseil d'administration

Yvon Pinard, membre du Conseil d'administration

Conférence des CADC du Québec

Hélène Simard, directrice

Conseil de la nation Huronne-Wendat

Luc Lainé, adjoint

Max Oné-Onit Gros-Louis, Grand Chef

Jacques Vincent, responsable du revenu

Julie Vincent, conseillère en orientation/formation

Roger Vincent, directeur

Conseil syndical de la région de Québec (C.S.R.Q. — C.E.Q.)

Jacques Cantin, président, Conseil syndical

Richard Langlois, économiste, C.E.Q.

Déclarations spontanées

Louise Barrette, Association des clubs de recherche d'emploi

du Québec

Madeline Lacroix-Poulin

Pierre Ferland

Madore Landry

Patrick Robitaille

Délégation collégiale Saguenay-Lac St-Jean

Sonia Bêland, vice-présidente — AGEBCJ

Yan Gauthier, coordonnateur, Affaires externes — AGEBCC

Dominique Simard

Eric Trépanier, président — AGEBCC

Ecoco Personnel Canada Inc. — Fédération des entreprises d'aide temporaire

Lyne de Mauraige, directrice des opérations

Lynda Plourde, directrice des opérations

Hassam Tefal, trésorier

Regroupement des groupes populaires en alphabétisation du Québec

Jean-François Aubin, agent de liaison

Martin-Pierre Nombé, organisateur communautaire

Regroupement québécois des organismes pour le développement de l'employabilité (RQODE)

Louise Gagnon-Lessard, présidente

Nicole Galarnau, directrice générale

Société étudiante de l'Université McGill

Nick Benedict, vice-président, Affaires externes

Alex Usher, directeur de la recherche politique

Syndicat de l'enseignement de Champlain

Gérald Aubry, responsable du dossier de

l'éducation des adultes

Réjean Parent, président

Monique Pauzé, déléguée d'établissement et responsable du

dossier de l'environnement

Union des étudiants de l'Université Concordia

Marika Giles, présidente

Lana Grimes, vice-présidente, Administration

Erik Paulsson, étudiant

Steven Zacharias, conseiller

Association des cadres des collèges du Québec

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8 décembre 1994

Bill Atkins, premier vice-président

Jean Perron, directeur général

Centre de services communautaires Justice et Foi

Hélène Bernard, coordonnatrice

Michel Cassy, conseiller

Réjean Comtois, animateur communautaire régional

Bertrand Gendron, conseiller

Centre des femmes de la Basse-Ville

Luc Landry, animateur communautaire régional

Ginette Bergevin, Coordonnatrice

Joanne Harvey, vice-présidente aux Affaires académiques
 Denis Sylvain, secrétaire

Fédération des CEGEPS

Roland Cournoyer, adjoint au directeur général de la Fédération
 des CEGEPS

Angèle Grégoire, directrice générale du Collège de Valleyfield

Réginald Laveru, président de la Fédération des CEGEPS et

directeur général du Collège de Rosemont

Jean-Paul Servant, conseiller en formation continue à la

Fédération des CEGEPS

Fédération étudiante universitaire du Québec

Louis-Mathieu Loisselle, vice-président

Fédération québécoise des professeures et professeurs d'université (FQPPU)

Roch Denis, président

Aimée Méar, 2^e vice-présidente et professeure, Université de

Montréal

Christian Plette, 1^{er} vice-président et professeur

Marc Richard, secrétaire académique et professeur, Université

McGill

Groupe de recherche d'intérêt public du Québec (GRIP)

Mohamad Alkadry, étudiant

Anet Henrikso, étudiante

Jeunesse ouvrière chrétienne du Québec

Josée Desrosiers, trésorière

Yves Lapierre, vice-président

Mouvement des travailleurs chrétiens

Hugo Benfante, aumônier

Programme d'organisation au Travail Inc. —

Fondation Travail Sans Frontières

Gérard Henry, directeur

Regroupement des étudiant(e)s en maîtrise et au doctorat de l'Université de Sherbrooke (REMDS)

Yvon Rouillard, vice-président aux affaires académiques

Commission autochtone de gestion régionale du Québec (CAGRQ)

John Bud Morris, coprésident du *Kahnawake Labour Management Board*
 Edith Cloutier, déléguée, *Native Friendship Centres*
 Raymond Picard, coprésident

Confédération des organismes provinciaux de personnes handicapées du Québec et table provinciale des regroupements régionaux d'organismes de promotion du Québec

Richard Lavigne, représentant, Table provinciale
 Lucie Lemieux-Brassard, représentante (COPHAN)

Conseil catholique de langue anglaise

Brian McDonough, directeur général
 Donald Myles, président
 David Stevens, président du Comité social législatif

Déclarations spontanées

Arnold Kwok

May Polisky, IAM Cares – Aïm Croit

E.P.O.C. Montréal

Mario E. Pasteris, directeur général

Fédération autonome du collégial

Michel Duffy, président

Yves Ouellet, secrétaire-trésorier

Ginette Sheehy, information externe

Fédération collégiale du Québec (FFCQ)

François-Guy Richard, vice-président

Fédération des associations étudiantes du Campus de l'Université de Montréal (FAECUM)

Marc-André Lefebvre, coordonnateur aux affaires externes

Nicolas Girard, secrétaire-général

Fédération des associations étudiantes universitaires québécoises en éducation permanente

Normand Bélisle, coordonnateur au développement

Union des écrivains et écrivains du Québec

Daood Aidross

Bruno Roy, président

Joy Sculnick

Association des services de réhabilitation sociale du

Québec (1989) Inc.

Pierre Gagnon, La Jonction, Québec

Michel Monette, Via Travail, Montréal

André Potvin, Service Relance, Alma

Johanne Vallée, directrice générale

Action-gardiens de Pointe-Saint-Charles

Jacques Benoît

Mireille Audet

Association Focus pour le recouvrement de

l'allocation pour enfants

Michelle Daines, présidente

Natasha McMullen, conseillère auprès des clients

Michael Possian, directeur administratif

Association générale des étudiant(e)s de

Bois-de-Boulogne Inc.

Marie-Eve Sylvestre, vice-présidente, Affaires politiques

Jean-François Ouimet, vice-président, Affaires externes

Marcelin Joanis, rédacteur en chef

Association générale des étudiants du Collège

Edouard-Montpetit

Jacques Lacoste, président

Jean-Marc Lambert, secrétaire, Affaires politiques

Geoffrey Mathews, secrétaire, affaires externes

Association multi-ethnique pour l'intégration des
personnes handicapées du Québec

Marie Côté, contractuelle

Maria Flageiameister, secrétaire du Conseil d'administration

Fatemeh Jamillemami, vice-présidente

Olga Pizarro, administratrice

Mouvement Action-Chômage de Montréal/Association des MAC du Québec

Vital Gilbert, responsable du regroupement des chômeurs et chômeuses de l'Abitibi-Témiscamingue
 Françoise Laliberté, conseillère en communication
 Guillaume Vaillancourt

Mouvement Action-Chômage de Trois-Rivières

Yves St-Pierre

Ordre professionnel des travailleurs sociaux du Québec

René Pagé, directeur général
 Gilles Rondeau, président

Projet Gènese

Alice Herscovitch, directrice

Vivian Wiseman, membre du Conseil d'administration

Mariella Borello

Esther Tordjman

Saul Chate

Miriam Palett

Gary Sake

Wendy Lloyd-Smith

Regroupement pour la relance économique et sociale du Sud-Ouest

André Archambault, représentant-conseil

Nancy Neamtan, directrice générale

Solidarité populaire Québec

Claudette Champagne

André Giroux, chercheur

Madeline Parent

Union des artistes

Elizabeth Chouvalidzé, vice-présidente

Henri Lamoureux, écrivain

Michel Laurence, adjoint au directeur général

Organisations et particuliers

Fasc.

Date

**Corporation de développement économique
communautaire Ahuntic-Cartierville**

André Beaulieu, directeur général

Pierre Gingras, président

Lorraine Vaillancourt, vice-présidente

**Corporation de développement économique
communautaire (CDEC) Centre-Nord**

Sylviane Difolco, Conseil d'administration

Bernard Normand, directeur général

**Corporation de développement économique et
communautaire Centre-Sud/
Plateau Mont-Royal**

Richard Bousquet, président

Céline Charpentier, directrice générale

Fédération des femmes du Québec

Françine David, présidente

Jacqueline Nadeau-Martin, AFFAS

Ruth Rose

Thérèse Ste-Marie, directrice — CIAFT

**Front commun des personnes assistées sociales du
Québec**

Claudette Champagne, coordonnatrice

Alain Fortin, administrateur

Madeline Fournier, personne-ressource

Gouvernement régional Kativik

Jean Dupuis, président

Denis Lefebvre, économiste

Solange Loiselle, agent de liaison

Adèle Yassa, coordonnatrice

Gilde des musiciens

Eric Lefebvre, vice-président

Richard Tremblay, président

Congrès juif canadien — Région de Québec et Montréal
Fédération des services communautaires juifs de

Linda Kislowitz, membre

David Mendelson, membre

Elizabeth Pérez, membre

Frank Schlessinger, président

Conseil communautaire de

Côte-des-Neiges/Snowdon

Denise Lacelle, membre de l'exécutif

Marie-Paule Garand

Jacques Benoit

Conseil communautaire Notre-Dame-de-Grâces

Michael Kay, membre du Conseil d'administration

Bruce Toombs, membre du Conseil d'administration

Claudette Demers Godley, membre

Conseil communautaire solidarités Villera

Jacques Bordeleau, coordonnateur

Mario Tardif, membre du Conseil d'administration

Conseil du patronat du Québec

Jacques Caron, directeur de la recherche

Ghislain Dufour, président

Conseil provincial des travailleurs et travailleuses unis

de l'alimentation et du commerce

Yvon Bellemare, président

Conseil provincial du Québec des métiers de la

construction (International)

Yvan Bertrand, secrétaire-archiviste

Francine Legault, agente d'information

René Poirier, vice-président

Maurice Pouliot, président-directeur général

Conseil québécois de développement social

Jennifer Beeman, chercheuse

Organisations et particuliers	Fasc.	Date
<p>Jack Hicks, membre</p> <p>Municipalité d'Iqaluit</p> <p>Tom Demcheson, conseiller</p> <p>Lynn Hirschman, directrice, Département des services sociaux</p> <p>Joe Kunuk, maire</p> <p><i>Nunavut Implementation Commission</i></p> <p>Jack Hicks, directeur de recherche</p> <p>Meeka Kilabuk, secrétaire-trésorière et commissaire</p> <p>Bert Rose, coordonnateur, DRH</p> <p>Nunavut Tungavik Inc.</p> <p>Leena Evis-Twerdin, directrice, Développement social et culturel</p> <p>Jose Kusugak, président</p> <p>Association des manufacturiers du Québec</p> <p>54</p> <p>6 décembre 1994</p> <p>Gérald A. Ponton, président et directeur général</p> <p>Gaston Charland, vice-président des ressources humaines et qualité</p> <p>Chambre de commerce du Québec</p> <p>Michel Audet, président</p> <p>Robert Sallette, conseiller</p> <p>Coalition des Aînés du Québec</p> <p>Martin Apps</p> <p>Georges Assal</p> <p>Gisèle Bérubé, coprésidente des débats</p> <p>Henri Hudon, coprésident des débats</p> <p>Ruoulyph Scalzo</p> <p>Coalition populaire de Granby et région</p> <p>Réjean Audy, conseiller syndical, CSD</p> <p>Denise Brodeur</p> <p>Michel Girard</p> <p>Jean-Luc Nappert, responsable</p> <p>Comité régional intersyndical de Montréal</p> <p>Henri Egretaux, conseiller, Alliance des professeurs</p> <p>Bara M'Bengue, vice-président, Conseil central</p>		

WindSOR and Area Coalition for Social Justice

George Crowell, délégué

Margaret Villamizar, déléguée

WindSOR and District Labour Council

Peter Pelletier, président, *Political Education Committee*

WindSOR Coalition Against Poverty

Marion Overholt, membre

WindSOR-Essex Coalition of

Unemployed/Underemployed

Mansfield Mathias, président, Comité du journal

Victor White, président, Comité sur la presse

WindSOR Women's Incentive Centre (WindSOR Task

Force on Social Security Reform)

Janet Greene-Potomski, directrice exécutive

Kristie Pagniello, chercheuriste

Baffin Region Futures Society

Carmen Levi, présidente

Edward Picco

Baffin Region Inuit Association

Richard Clarke, délégué

Chambre de commerce de Nunavut

Brian McLeod, président sortant de la Chambre de commerce

de Baffin

Steven Roberts, président sortant de la Chambre de commerce

d'Iqaluit

Déclaration spontanée

Randy Ames

Inuit Broadcasting Corporation

Lynnda Gunn, gérante de la station

Annie Ningook, productrice, Programmes pour enfants

Inuit Tapirisat du Canada

Okalik Egeesiasak, adjointe exécutive

Iqaluit Social Security Programs Discussion Group

Janet Armstrong, membre

À titre personnel

Lorraine Shalhoub, *Windsor-Essex Bilingual Legal Clinic*
 Cynthia Vigneux, étudiante
 Donna Willan, comité des femmes de l'Alliance publique
 (Windsor et district)
 Victor White
 Pat Wylie, Alliance de la fonction publique du Canada

Linda Crawford
 Phyllis J. Doyle
 Linda Girard, *Project Ploughshares*
 Jo-Anne Johnson

Victor Knight, *Canadian Council on National Issues*
 Christine Wilson, *Downtown Mission Volunteers*
 Pat Wylie, Comité des femmes — AFPC — CEIU

Fédération des enseignants du secondaire de l'Ontario — District Un (Windsor)

Larry French, directeur, politiques extérieures
 Jim McQueen, membre de l'exécutif
 Pat Pajor, *E.S.S. Sector*
 Michael Walsh, président

Life Spin

Faith Coates, co-directrice exécutive

Université Windsor — Bureau du président

Jacqueline Thompson, co-directrice exécutive

University of Windsor Student Alliance

Ron W. Ianni, président

Bill Jones, vice-président, Académique

Prof. Heather MacIvor

Chris Maich, président
 Debbie Quintal, directrice des finances et directrice générale du
 gouvernement étudiant

Ville de Windsor — Département des services sociaux

Susan Ellis, directrice, Maintien du revenu

Dana Howe, commissaire

Brigitte Kitchen, membre du Conseil d'administration et du Comité exécutif
 Armine Yalnizyan, directeur de programme

United Food and Commercial Workers International Union

Janet Dassinger, directrice de la formation
 John Tremble, chercheur

United Way of Greater Toronto

Gordon Floyd, *Member of the Board of Trustees*
 Elizabeth Mulholland, directrice des relations gouvernementales

Association of Colleges of Applied Arts and Technology of Ontario

Marie Marchand, vice-présidente
 John Rankin, président, *George Brown College*
 Margaret Weiers, volontaire

Business and Professional Women's Club of Windsor

52

2 décembre 1994

Nell Exner, vice-présidente, Club de Windsor
 Susan Lescinsky, présidente, Club de Windsor et secrétaire provinciale — Ontario

Canadian Auto Workers — Local 127 (Political Education Committee)

Buddy Kitchen, président
Canadian Auto Workers — Local 195
 Fred Lamont, 2^e vice-président

Canadian Auto Workers — Local 200

Dave Crosswell, président, Comité sur l'éducation politique

Canadian Auto Workers — Local 444

Peter Pellerito, président, Comité sur l'éducation politique

Conseil de la santé du district du comté de Essex

Isabel Cimolino, vice-présidente

Steve Lough, planificateur de santé

Déclarations spontanées

Kendal McKinney, *Canadian Union of Public Employees — Local 543*

Building and Construction Trades Council —**Toronto/Central Ontario**

John Cartwright, gérant des opérations

Déclaration spontanée

Paul Kitchin

Downtown Economic Enterprise Development

Charles Purdy, gérant des opérations

Harding Vowles, coprésident

General Motors du Canada Limitée

Dean Munger, vice-président et directeur général du personnel

Tayce Wakefield, vice-présidente, affaires corporatives

Greater Peterborough Chamber of Commerce

Don Frise, directeur général

Hamilton and District Labour Council

Bob Sutton, secrétaire

Labour Council of Metro Toronto and York Region

Lynda Torney, présidente

Motor Vehicle Manufacturers' Association

Don McKenzie, vice-président, relations industrielles, Ford

Motor Company of Canada Limited

Mark Nantais, président

Ontario Association of Youth Employment Centres

Philip Brown, membre du Conseil d'administration

Jean Faulds, directeur exécutif

Provincial Building and Construction Trades Council of**Ontario**

Patrick J. Dillon, président

Alex Lolua, représentant, Relations gouvernementales

REAL Women of Canada

Christine Burns, représentante du secteur de Durham

C. Gwendolyn Landolt, vice-présidente nationale

Lorraine McNamara, secrétaire nationale

Social Planning Council of Metropolitan Toronto

Peter Clutterbuck, directeur exécutif

Linda Slavin

**Société catholique d'aide à l'enfance du Toronto
métropolitain**

Colin Hughes

Colin Maloney, directeur exécutif

South Etobicoke Community Legal Services

Kenn Hale, avocat/directeur

Sharon Majik, *Community Legal Worker*

Toronto Aboriginal Social Services Association

Jonathan Rudin, chercheur/écrivain

Cliff Summers, directeur exécutif

Union des étudiants de Ryerson

Mike D'Angelo, président

Greg Thomas, vice-président, Education

Université de l'Ouest de l'Ontario

Paul Davenport, président

Université York

Sheldon Levy, vice-président, Affaires institutionnelles

Michael Stevenson, président intérimaire

Donald Wallace, analyste principal des politiques

University of Guelph Central Students' Association

Kate Armstrong, commissaire aux affaires locales

Kim Emmerson, commissaire aux affaires extérieures

University of Toronto Graduate Students' Union

Stephen Johnson, président

Youth Policy Directions

Chris Cormier, coordonnateur provincial

Delia DeSimone, associée de recherche

Tina Gibbs, *Youth Facilitator*

Association canadienne des

manufacturiers — Division de l'Ontario

Bruce Francis, président, Comité Ressources humaines

Ian Howcroft, conseiller politique

Evangelical Lutheran Church in Canada

David Pfrimmer

Ray Hodgson

Fédération canadienne des étudiants — Ontario

Jason Hunt, président

Fédération des étudiants de York

André Bastian, président

Frank Cappadocia, vice-président, Extérieur

Income Maintenance for the Handicapped

Co-ordinating Group

Harry Beatty, conseiller législatif, Advocacy Resource Centre
for the Handicapped (ARCH)

Scott Seiler, coordonnateur

Laura Stambler, présidente

Integration Action Group

Verlyn Rowett

McMaster Students' Union

Jason Stevens, président

Metro Toronto Coalition for Better Child Care

Zeenat Jannohammed, coordonnatrice

Maureen Myers, présidente

Ontario Council of Agencies Serving Immigrants

Sharmini Peries, directeur exécutif

Consuelo Rubio, membre

Pape Adolescent Resource Centre

Kasha Bilobram

Garrett Keen

Sean Kennedy

George McClure

Marlon Merraro

Toni Taylor

Peterborough Coalition for Social Justice

Lloyd Howlet

Karen Charnow Lior, coordonnatrice

African Canadian Legal Clinic

Davies Bagambirre, directeur général

Association des centres de santé de l'Ontario

Sunny Arrojabo, directeur exécutif

Jeweale Smith

Chambre de commerce du Toronto Métropolitain

John Bech-Hansen, directeur adjoint, *Business Government Policy*

Brian Bethune, membre, Comité des politiques économiques

Don McIver, président, Comité des politiques économiques

Children's Aid Society of Metropolitan Toronto

Tania Comrie, *Former Youth-In-Care*

Jack Darvile, président, Conseil d'administration

Bruce Rivers, directeur exécutif

Confédération des associations de facultés d'universités de l'Ontario

Rob Centa

Ian MacDonald

Marion Perrin

Conseil administratif des étudiants de l'Université de Toronto

Gareth Spangleit, président

Déclarations spontanées

Timothy Hemming

Bob Innes

Grant Lowe

A. Newyniak

Robert S.W. Campbell

Shalom Schachter

Organisations et particuliers

Fasc.

Date

Low Income Families Together (LIFT)

Nyambura

Martin Baker

Josephine Gray

Anna MacKeighan, secrétaire du Conseil

Oliver Springer

Municipalité de Toronto-métropolitain

Caryl Arundel

Alan Tonks, président

Ontario Association of Family Resource Programs

Marg Cox, coprésidente

Jasmin Earle, coprésidente

Ontario Coalition for Better Child Care

Martha Friendly, membre du Conseil

Kerry McCuaig, directeur exécutif

Laurel Rothman, membre du Conseil d'administration, *Child Care Advocacy Association of Canada****Ontario Coalition for Children and Youth***

Sean Kennedy

Lynda Manser

Zenja Wadhvani

Table ronde

J. Fraser Mustard

Ken Battle, président

Sherri Torjman, vice-présidente, *Caledon Institute of Social Policy*

Monica Townsend, Commission de l'équité fiscale

Université de Toronto

Heather Munroe-Blum, vice-présidente, Recherche et relations internationales

J. Robert S. Prichard, président

Université polytechnique Ryerson

Terence Grier, président

David Rew, membre du personnel

Canadian Federation of Labour — Ontario Council

Reg Conrad

Coalition for Children, Families and Communities and

Sparrow Lake Alliance

Barbara Kilgourn, coordonnatrice

Paul Steinhauer, président

Coalition for Social Assistance Reform (CSAR)

Robin Alsop, membre

Tom Baker, membre

Julie Haubrick, membre

Sharon Majik, membre

Frances Nordvie, membre

Byron Sheldrick, membre

Daily Bread Food Bank of Toronto

Sue Cox, directrice adjointe

Gerard Kennedy, directeur exécutif

Déclarations spontanées

Poirier Besner

David Black

Beverly Gardner

May Harmon

Morris Jesion

Paul Rapsey

Michael Rosenberg

East End Literacy

Alfred Jean-Baptiste, coordonnateur de programme

Toby Lennox, trésorier

Fédération du travail de l'Ontario

Gordon F. Wilson, président

Duncan MacDonald, coordonnateur des programmes

Ken Signoretti, vice-président exécutif

Date	Fasc.	Organisations et particuliers
		<p>École de travail social — Université Laurentienne</p> <p>Ken Calmain, professeur</p> <p>Jean-Marc Bélanger, professeur</p> <p>Marge Reitsma-Street, directrice</p> <p>Fédération canadienne des femmes universitaires</p> <p>Eleanor Milliken, directrice régionale — Nord de l'Ontario</p> <p>Laurentian Students' General Association</p> <p>Steven Cardinali, vice-président, Affaires extérieures</p> <p>Low Income People Involvement of Nipissing</p> <p>Jeff J. Serran, directeur des programmes LIPV/HSD</p> <p>V. Lynne Bennett, directrice du programme WOO</p> <p>Lana M. Mitchell, directrice exécutive</p> <p>Northeastern Ontario Building and Construction Trades Council</p> <p>Andy Holder, <i>Recording Secretary</i></p> <p>Patrick Barnholden</p> <p>Penny Earley</p> <p>Sault Ste-Marie Social Justice Coalition</p> <p>Iris Anne Bertrand, membre</p> <p>Robin Hohmann, membre</p> <p>Mary Rose Mullally, membre</p> <p>Université Laurentienne</p> <p>Gratien Allaire, adjoint</p> <p>Nicole Boivin, adjointe au recteur</p> <p>Paul Cappon, président</p> <p>Ron Chryslar, vice-président, Administration</p> <p>Association médicale de l'Ontario</p> <p>49</p> <p>Chandrakant Shah, membre, <i>Population Health Committee</i></p> <p>Ted Boadway, directeur, <i>Staff Policy Development</i></p> <p>Boys and Girls Clubs of Ontario</p> <p>Ted Aldridge, membre du Conseil volontaire</p> <p>Karen Byrnes, membre jeunesse</p> <p>Candace Ogden, membre jeunesse</p>
29 novembre 1994		

Winnipeg South-Centre High School Coalition

Carleigh Boutang étudiant

Joshua Frost, étudiant

Tom Garrett, étudiant

Yussef Munoz, étudiant

Mira Oberman, étudiante

Usha Stankiya, étudiant

Association des personnes âgées de Rockview

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28 novembre 1994

Clarence Soule, président

Association Laurentienne des étudiants et étudiantes

francophones

Daniel Charbonneau, président

Donald Pelletier, vice-président

Child Care Resources

Lois Mahon, directrice exécutive

Collège Cambrian

Larry Bouchard

Glenn Crombie, président

Marie Tinscombe-Shaw

Congrès du Travail du Canada — Région du

Nord-Ouest de l'Ontario

John Filo, président, Congrès du Travail de Sudbury et District

Patrick Meagher, directeur du service du travail communautaire

J. Barry Fraser, représentant, Nord de l'Ontario

Carole Ritchie, vice-présidente, Congrès du Travail du Canada

Conseil d'administration des services sociaux du

district de Sudbury

Terry Kett, président et maire de Walden

Mark Mieto, commissaire, santé et services sociaux,

Municipalité régionale de Sudbury

Conseil de planification sociale de Sudbury

Anne-Marie Kooiman, directrice exécutive

Déclaration spontanée

Donna Mayer

Judy Cornell, membre, *Coalition of Custodial Parents*

Rosella Dyck, *Coalition of Custodial Parents*

Jim Finlay, *Income Security*

Lauren Tinley, *Coalition of Custodial Parents*

Family Day Care Association of Manitoba

Maxime Balbon, directeur, Education publique

Marie Rossett, présidente

Literacy Workers Alliance of Manitoba

Kathleen Leary, vice-présidente

Barbara Thompson, présidente

Manitoba Women's Advisory Council / Manitoba

Advisory Council on the Status of Women

Olivia Flynn, directrice exécutive

Maggie Nishimura, présidente

Betty Nordrum, analyste de politiques

Manitoba Women's Coalition on Social Policy

Kristine Barr, *Co-project Coordinator*

Hari Dimitrakopoulou, coordonnateur de projet, membre du

comité directeur

Susan Prentice

Le Pas Friendship Centre

Wayne Helgason, président, *National Association of Friendship*

Centres

Brad Stoneman, président, *Manitoba Association of Friendship*

Centres

Réseau — Pluri-Elles — Entre-temps des

franco-manitobaines

Mireille Bouvier, vice-présidente

Rachel Massicotte, présidente, (Entre-Temps)

Denise Veilleux, présidente (Réseau)

Winnipeg Boys and Girls Clubs Inc.

Bob Ashuk, président

Mike Owen, directeur exécutif

Winnipeg Child and Family Services

Keith Cooper

Association étudiante de l'Université de Winnipeg
 Jim Heber, président

Chambre de commerce de Winnipeg

Andrew Alleyne, président, *Federal Finance Task Force*

John Granelli, président

Al Shipman, membre

Choices-A Coalition for Social Justice

Mike Gidora, membre

Irene Haigh, coprésidente

Rob Hilliard, coordonnateur, Fédération du travail du Manitoba

John Loxley, ex-coprésident

Don Sullivan, membre

À titre personnel

Daniel L. McAuley

City of Winnipeg — Committee on Planning and

Community Services

Juergen Hartmann, gérant de programmes

Leslie King, gestionnaire de programmes

Mike O'Shaughnessy, conseiller

Coalition for the Education and Training of Women

Monica Feist, coprésidente

Marylea McDonald, coprésidente

Linda Taylor, coprésidente

Robert Trudeau, coprésidente

Deaf Literacy Program

Kirk Ferguson, instructeur de groupe

John Gibson, instructeur

Déclarations spontanées

Alan de Jardin

Ken Gibson

Serena Stone

Phyllis Fivian, membre, *Coalition of Custodial Parents*

Irène Labrosse, membre, *Coalition of Custodial Parents*

Sharon Perrault, membre du Conseil des directeurs, *Klinik Community Health Centre*

Joanne Platter, présidente, Conseil d'administration, *Women's Health Clinic*

Patti Sullivan, *Representative on National CHC Network*, directrice exécutive, *Klinik Community Health Centre*

Barbara Wiktorowicz, *Urban Co-Chairperson*, directrice exécutive, *Women's Health Clinic*

Manitoba League of the Physically Handicapped Inc.

David Graham, 2^e vice-président

David Martin, coordonnateur provincial

Allan Simpson, membre

Seven Oaks Child Day Care Centre Inc.

Wayne Benedet, président du Conseil

Brigitte Insull, directrice exécutive

St. Amant Centre Inc. (Developmental Day program — Developmental Preschool Outreach Program)

Ruth Hiebert, directrice adjointe

Sturgeon Creek Entreprises Inc. — Network South Entreprises Inc. — Manitoba Supported Employment Network

Krista Keryluk, *Consumer — Disability*

Cartie Solmundson

Anne Zebrowski-Parent

Success Skills Centre

Monika G. Feist, coprésidente

University of Manitoba Students' Union

Nahlah Ayed, vice-président, *University of Manitoba Graduate Students' Association*

Dougald Lamont, attaché de presse

Blessing Rugara, présidente

Adolescent Parent Centre

Melanie Belcourt

Dawn Kelly

Trish Sinanan

Organisations et particuliers
Date

Fasc.

Ken Emberley, *Canadian Environment Network, City of Winnipeg Social Services Department*

Jim Finlay

Judee Gannon, *présidente, Gannon Consultants*

Roberta Love

Gladys Marquez

Tim Sale

Muriel Smith

Marlene Vieno

Rupert Whitehead

Financial Aid and Awards — Universités du Manitoba et de Winnipeg

Judy Dyck, *directrice*

Financial Aid and Awards — Université du Manitoba

Peter Dueck, *directeur*

Institute of Urban Studies

Tom Carter, *directeur*

Jeffrey Patterson, *Senior Research Fellow*

Manitoba Association of Social Workers

Don Lugtig, *président, Comité d'action sociale*

Joseph Ryan, *membre*

B. Unfred, *président*

Manitoba Building and Construction Trades Council

Edward Hawrysh, *président*

Frank Thomas, *secrétaire exécutif*

Manitoba Child Care Association

Dawn Forbes, *membre de l'exécutif*

Anna Nault, *présidente, Public Policy Committee*

Manitoba Community Health Centres

Judy Cook, *directrice, MFL Occupational Health Centre*

Evelyn Forget, *membre du Conseil d'administration, Clinic*

Community Health Centre

Irene Haigh, *directrice exécutive, Nor'West Co-op Health and Social Services Centre*

Organisations et particuliers

Fasc.

Date

Kevin Armbruster, vice-président, académique, *Graduate Students' Association*

Loretta Gorlash, représentante

University of Saskatchewan Faculty Association

Eric Neufeld, président

University of Saskatchewan Students' Union

Jeff Leslie, *External Vice-President*

À titre personnel

Jenette Goodman

Murray Smith

Association des étudiant(e)s du Collège universitaire
de Saint-Boniface

Réal P. Déguier

Association for Community Living — Manitoba

Moira Grahame, présidente

Allister Gunson, ex-président

Dale Kendel, directeur exécutif

*Canadian Federation of University Women (CFUW) —
Manitoba Council*

Donna Blight, vice-présidente, *University Women's Club of*

Winnipeg

Gail Campbell, présidente, *Public policy, University Women's*

Club of Winnipeg

Enid G. Marantz, directrice régionale

*Community Education Development Association of
Winnipeg Inc.*

Betty Edel, présidente

Tom Simms, directeur exécutif

Community Futures Partners of Manitoba Inc.

Pat Roy, président

Ken Tully, *Managing Director*

Déclarations spontanées

Lawrence Deane, instructrice, Centre d'éducation de Winnipeg

Mme Ducharme

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25 novembre 1994

Saskatchewan Coalition Against Racism

Stephen Ward, membre

Peter J. Gilmer, directeur exécutif

Victor Lau, président

Saskatchewan Coalition for Social Justice

Nancy Carmichael, vice-présidente

Jan Joel, membre

John Warnock, membre

Saskatchewan Institute of Applied Science and Technology

Art Knight, président

Modest Kowal, *Principal, Kelsey Institute SIAST*, Saskatoon

Brian Kraus, doyen, Services académiques, *Kelsey Institute*

SIAST, Saskatoon

Yvonne Pinder, *Chief Financial Officer, SIAST Secretariat*,

Saskatoon

Bob Welte, doyen par interim, Services aux étudiants, *Wascana*

Institute SIAST, Regina

Dawn King, présidente

Saskatchewan's Working Group on Social Security Reform for Persons with Disabilities (Saskatchewan Voice of the Handicapped)

Donna Duxbury, présidente

Michael Huck, membre, *South Saskatchewan Living Centres*

Lorrie Shalley, analyste politique

Transcona Park Child Care Cooperative

Rita Racette, membre du Conseil

Leslie Surtees, *Special Needs Co-ordinator*

Unemployed Help Centre Committee

Mark Crawford, membre du comité

Kelvin Goebel, membre du comité

Université de la Saskatchewan

Peter MacKinnon, doyen du Droit

Université de Régina

Donald Wells, président

Organisations et particuliers

Fasc.

Date

Kerry Westcott, *Labour Representative*

Saskatchewan School Trustees Association

Craig Melvin, directeur exécutif

Debbie Ward, membre de l'exécutif

Saskatchewan Seniors Mechanism

Wally Coates, directeur du Conseil

Harry Karolot, directeur du Conseil

Marjorie Willson, présidente

Women's Reference Committee of the Saskatchewan Labour Force Development Board

Pam Hanna, *Women's Representative*

À titre personnel

Philip Bladen

Canadian Alliance for Home Managers

Carol Lees, membre du Conseil

Betty Schurman, membre du Conseil

Chambre de commerce de la Saskatchewan

Cam Cooper, président, *Education Committee*

Brian Kinder, premier vice-président

Déclarations spontanées

Bill Crawford, *Student Financial Advisor*

Wulf Gardiner

Fédération provinciale des Fransaskoises Inc.

Catherine Darvaul, conseillère rurale-sud

Maria E. Lepage, présidente

Margo Fauchon, directrice générale

NEWSASK Community Futures Development Corporation

Vicki Newmeyer, gérante générale, *Meridian Community Futures*

Len Procyshyn, gérant

Warren Radloff, président

Regina Friendship Centre Corporation

Swayne Redman, directeur exécutif

45

24 novembre 1994

Metis Pathways Secretariat/Regional Metis

Management Board

Guy Bouvier, président, *Regional Metis Management Board*

Paul Dagnault, *Technical Person*

Edwin Pelletier, *Metis Minister of Culture*

People Empowering People

Sandra McDougall, *Support Group Leader*

Maurice Wainwright, président, *NAPo Saskatchewan Steering Committee*

Janice Wotherspoon, coordonnatrice

Regina Aboriginal Human Services Co-operative

Dale Pelletier, directeur exécutif

Marjorie Sayer, secrétaire-trésorière

Regina Metis Management Authority

Dave McKay, adjoint

Harris W. Daniels, président, directeur général

Regina Poverty Action Group

Dave Broad

Phillis Gibson

Loralee Manning

Joan Prentice

Saskatchewan Cultural Workers

Patrick Close, représentation des artistes canadiens

Brenda Niskala, *Saskatchewan Publishers Group*

Bruce Rice, poète, Guide des écrivains de la Saskatchewan

Bill Siggins, ACTRA Saskatchewan

Saskatchewan Indian Federated College

Eber Hampton, président

Jackie Oka, président principal, Association étudiante

Danielle Woodward

Saskatchewan Labour Force Development Board

Mike Rushby, coprésident

Janis Stone, directrice exécutive

Lorelee Manning, directrice exécutive
Merrilee Rasmussen, président

Déclarations spontanées

Laura Enick, *Schizophrenia Society of Saskatchewan*

Kim Hoyer

Loree Lynn

Roger Petry, *International Centre for Sustainable Global Development*

Todd Arseneau, étudiant, Université de Regina

Edward Courterelle, *CFA's Regina Representative*

Garnett DeShaw

Dustin Fritz

Ronny Ismail, étudiant

Daniel Johnson

Dawn King, présidente, *Kelsey Students' Association*

Della MacNeil, attaché de recherche, *Saskatchewan Action Committee on the Status of Women*

Craig Saunders, étudiant

Kripa Sekhar, attaché de recherche, *Saskatchewan Action Committee on the Status of Women*

Shawn Silzer, étudiant

Marnie Stoney, étudiant

Elizabeth Wilkie, présidente, *Wascana Students Association*

Kay Willson, *Social Fairness Action Coalition*

Disabled Women's Network (DAWN) Saskatchewan

Lynette Griffin, *Saskatchewan Provincial Coordinator*

Barbara Kvale, membre, *Saskatoon Chapter*

Carmen Trimble, vice-présidente

Early Childhood Intervention Program

Susan Tenold, *Early Interventionist*

Federation of Saskatchewan Indian Nations

David Ahenakew, sénateur, *Former Leader of the Assembly of First Nations*

Rick Gamble, intervenant, *Past Chief of Beardy — Okemasits, First Nations*

Family & Community Support Services Association of Alberta

Gitta Hashizume, président

Independent Living Resource Centre of Calgary

Chris Jones, directeur exécutif

Muriel Keeling, ex-présidente

Charlene Taylor, coordonnatrice des renseignements référés

Rita Thompson, membre du Conseil

Metis Nation of Alberta

Lyle Donald, vice-président

Ian Taylor, consultant

Syndicat des étudiants de l'Université de Calgary

Jason Allan, président

Cooper Langford, vice-président, recherche

Andrew McElheran, vice-président, extérieur

Training and Employment Network for Women

Pam Krause, membre

Lorraine Moulding, membre

YWCA Calgary

Doreen Saunderson, présidente, comité Affaires sociales

Adult Education Sectoral Committee (of the Saskatchewan Federation of Labour)

Pam Berkebeck, directrice, Saskatchewan Federation of Labour

Tim Davies, attaché de recherche, Saskatchewan Government

Employees' Union

Kate Hodgson, Library Technician, CUPE

Jim Holmes, Servicing Representative, CUPE

K. Kutz, faculté, Saskatchewan Urban Native Teacher

Education Program; Vice-Chairperson, Adult Education

Sector

Heather Wagg, Sessional Lecturer, Université de la

Saskatchewan; présidente, CUPE 3287, SFL rep. to

Saskatchewan Education Council

Council on Social Development Regina Inc.

Joe Dufour, membre du Conseil

Organisations et particuliers

Fasc.

Date

Chambre de commerce de Calgary

Bill Kaufmann, directeur général

Walter Litvinchuk, président

City of Calgary Special — Task Force on Social Policy

Al Duerr, maire

Jake Kuiken, membre du personnel

Barbara Scott, échevin

Construction and General Workers' Local Union***No. IIII***

Bob Rota, directeur commercial adjoint

Council of Presidents — Public Colleges and Technical***Institutes of Alberta***

Bob Bigsby, président

Margaret Hildebrand, adjointe exécutive

Déclarations spontanées

Gordon Christie

Norma Farquharson

Pip Farrar

Donna Haslam, membre, *Women's Collective and**Resource Centre*

Peter Jaffray

Pauline Kay

Beverley Smith

Konia Tronton, *Physicians for Global Survival*

Anne Wilson

Jim Wolter

Corrine Younie, *Women Looking Forward****Early Childhood Professionals Association of Alberta***

Thelma Cowan, membre du Conseil provincial des directeurs

Easter Seal Ability Council

Sandy Jolliffe, ex-présidente

Susan Law, *South Regional Administrator*

Status of Women Council of the Northwest Territories

Lynn Brooks, directrice exécutive

Sharon Sawshuk

Yellowknife Association for Community Living

Lanny Cooke

Yellowknife Women's Society

Arlene Haché, directrice

YWCA de Yellowknife

Barbara Dram, membre

Barbara Guy, *Chair of Social Action Committee*

Caroline Kent, membre

Alberta Association for Community Living

43

22 novembre 1994

Barbara Nish, présidente

Roy Skoreyko, membre du Conseil

Bruce Uditsky, directeur exécutif

Alberta/N.W.T. Network of Immigrant Women

Pamela Dos Ramos, membre du Conseil

Kamal Sehgal, coordonnateur

Calgary Evangelical Ministerial Association

Jim Wallace

Calgary Meals on Wheels

Lynn Homer, directrice exécutive

Myrna Waddell, vice-présidente, Conseil des directeurs

Calgary Poverty Focus Group

Denise Christopher

Gregory Lang

Stephan Milner

Fred Robertson

Marilyn Seelye

Calgary Regional Association for Quality Child Care

Noreen Murphy, vice-présidente

Kathy Stelko, secrétaire

William Cockerville, directeur du Conseil

Nora Howle, directrice du Conseil

Roy Little, chef

Baldwin Reichwein, membre

Doris Ronnenber, président

Sara Schug, directeur du Conseil

Table ronde

University of Alberta Students' Union

Suzanne Scott, présidente

Ville d'Edmonton

Maria Davie-Evans, gérante des opérations

Jan Reimer, maire

Aboriginal Youth

Jennifer Duncan

Ryan Merceri

Alternatives North

Sharon Burns, coordonnatrice

Suzette Montreuil, coordonnatrice

Chambre de commerce de Yellowknife

Cheryl Best, directrice exécutive

Fred Leonardis, président

Dene Nation

Bill Erasmus

Friendship Centers

Tom Eagle

Metis Nation

Gary Bohnet

*National Action Committee on the Status of Women —
N.W.T. Representative*

JoAnn Lowell, représentante

Northwest Territories Federation of Labour

Jim Evoy, président

*Alberta Committee of Citizens with Disabilities —
Southern Office*

Diane Brent, présidente

Jason Foster, *Social Action Director*

Bill Miller, membre du Conseil

Association des étudiants de l'Université de l'Alberta

Kimberley Krushell, présidente

*Association of Academic Staff — Université de
l'Alberta*

Ann MacDougall, présidente

Bureau du président de l'Université de l'Alberta

Bill Bridger, vice-président associé, recherche

Calgary and District Labour Council

Yvonne Schmitz, membre de l'exécutif

Chambre de commerce d'Edmonton

Martin Sallou

Colin Tuiloch, gérant, politique de développement

Déclarations spontanées

Eva Beaverho, *N.W.T. Literacy Council*

Bob Brooks, directeur exécutif, Chambre de commerce des
T.N.-O.

Katherine Brown

James Daniels

Tooker Gomberg

James Kosowan

Mark McConnell

Barb Paquin

Anne Starling

Lilliane Tetreau-Sargent

*National Foundation for Family Research and
Education*

Mark L. Genuis, directeur exécutif

Native Council of Canada (Alberta)

Roy Cardinal, membre

Organisations et particuliers

Fasc.

Date

Margaret Wong, *Family Advocate***Income Security Action Committee**Marjorie Benz, *Executive Director of Food Bank*Diana Williamson, *Alternative Solutions for Albertans***Laingsbrough Resources Group**Anne Smith, *expert-conseil***National Coalition for Rural Child Care — Alberta****Division**

Margaret Jones

Table rondeWilliam G. Maynes, *Educational Administration*, Université de l'AlbertaAlice Nakaruma, *Faculty of Business*, Université de l'AlbertaKen Norrie, *département d'économie*, Université de l'Alberta**Déclarations spontanées**

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19 novembre 1994

Albert Opstad

Don Brandon

Bev Suderman

Nancy Miller

Katherine Downton

W. Dosbeck

Richard McCabre

Leila Bende

Peter Moore

Todd Ferguson

À titre personnel

Alan A. Johnson

Alberta & Northwest Conference of the United Church of Canada — Economy Task GroupSuzanne Cowles, *Inner City Pastoral Ministry*Bob Settle, *Conference Staff Ministry of Social Action and Service***Alberta Association of Retirement Planners**

Roberta Bedard

John Kelly
Seth Klein
David MacFarlane
Kenneth C. Pals, *President (Retraité), Workers Compensation Board*
Deborah Waren

Alberta Association of Community Based Trainers

Elvin Collins

Alberta Association of Social Workers

Margot Herbert, *présidente*

Margaret L. Duncan, *Executive Director and Registrar*

Alberta Federation of Labour

Linda Karpowich, *présidente*

Canadian Federation of University Women (CFUW) — Edmonton

Alberta Boytzun, *président.*

Homasine Irvin, *membre*

Edmonton Children and Families Initiative

Scott Evans

Martin Garber Conrad

Judith Padwa

Edmonton Coalition for Quality Child Care Society

Corinne Ferguson, *présidente*

Avril Pike, *membre*

Edmonton Community and Family Services

Maria David-Evans, *gérante des opérations*

John Lackey, *gérant général, Community and Family Services*

Edmonton Social Planning Council

Jonathan Murphy, *directeur exécutif*

Family Centre of Northern Alberta

Martin Athanasopoulos, *bénévole*

P. Conway

Midge Cuthill, *bénévole*

**Confederation of University Faculty Associations of
British Columbia**

Ehor Boyanowsky, président

Robert Clift, directeur exécutif

End Legislated Poverty

Terrie Hendrickson, membre

Linda Marcotte, membre

Gael Marriotte, membre

Antoinette Saleh, membre

Nicky Sangha, membre

Geri Werthner, membre

Fraser Institute

Owen Lippert, Senior Policy Analyst

Michael Walker, directeur exécutif

Kids First Parent Association of Canada

Vivien Frost-Rogers, présidente

Westcoast Women for Family Life

Laura Byrne, directrice

Kathleen Higgins, trésorière

Janet McMorland, présidente

Nancy Peirce

YWCA Vancouver

Barbara Cameron, membre du Conseil

Lois Hollstedt, directrice exécutive

Marnie Marley, programmes sociaux

Bev Park, membre

À titre personnel

Bob Bassin

Déclarations spontanées

Frank Bertram

Joe Dickey

Jill Van Dyk

Marne Kensen

Social Planning and Research Council of British Columbia

Casey Dorin, président, *Security and Labour Market Committee*
 Michael Goldbert, directeur exécutif intérimaire

United Native Nation's Society of British Columbia

Daniel A. Hill, directeur des opérations
 Dan Smith, président

Université Simon Fraser

Jack Blaney, vice-président

Malgorzata Dubiel, président, *Faculty Association*

Hubert McCarthy, professeur

Brent Mueller, président, *Student Society*

Ville de Vancouver

Lynne Kennedy, sous-maire

Joyce Preston, directrice, Développement-social

B.C. & Yukon Territory Council of the Canadian

Federation of Labour

John McKnight, organisateur

Rick Seder, gérant d'affaires

British Columbia Daycare Action Coalition

Rita Chudovsky, membre du Comité directeur

Susan Harney, présidente du Comité directeur

British Columbia Paraplegic Association

Robb Dunfield, membre

Norman Haw, directeur exécutif

Canadian Mental Health Association — B.C. Division

Bev Guiray, directrice exécutive

Garry Long, coordonnateur, *Consumer Development*

Lil Selby, présidente

College Institute Educators' Association of British Columbia

Kathy Conroy, présidente

Roseanne Moran, *Staff Representative*

- Steven Gray
 Juanita Vilak
 William Mozdir
 Frank Gerdenitis
 Niva Chow
 John Helmsby
 Ellen Woodsworth
 Bill Lewis
 Russell Hunter
 Daniel Lanské
 Keith
 Bill Scott
 Robert Brown
 Katie Williams
 Vighen Pacradouni
 Jeff Jewell
 Lena
 Diane Leclair
Downtown Handicapped Association
 Ray Casey, membre
 Bill Hennessy, président sortant et trésorier
Early Childhood Educators of British Columbia
 Trudy Norton
Lower Mainland Community Based Services Society
 Dave Sherritt, directeur
 Ludo Von Pelt, directeur
 Jack Styau, directeur exécutif
Network of Burnaby Seniors
 Elsie Dean, présidente
North Vancouver Chamber of Commerce
 Judi Ainsworth, gérante
 Sadru Mitha, président

British Columbia Institute of Technology Students' Association

Christopher Lee, président

Steve Miller, directeur exécutif, Association étudiante

British Columbia Visible Minority Reference Group on Labour Force Development

Linda Coyle, représentante

December 9 — A working coalition on lesbian, gay and bisexual rights

Lawrence Aronovitch

Paul Perchal

Ellen Woodsworth

Déclarations spontanées

Anna Fuchs, membre, *National Family Network*

Miche Hill, directrice exécutive nationale, *National Action Committee on the Status of Women*

Professeur Robert M. Clark, professeur emeritus, Université de Colombie-Britannique

Margi Sloane, présidente, *PSSAC Vancouver Political Action Committee*

Ellen Woodsworth, coprésidente, *Women to Women Global Strategies*

Arne Schilder

Linda Marcotte

Jeff Johnson

Desmond Rodenberg

Lorraine Gardner

Dan Moore

Callum Mackenzie

Helen O'Shaunessy

Pauline Coyne

Lydia Sayle

Michelle Skolar

Lloy Wylie

Vighen Pacradouni

South Island Women for Economic Survival

Harbagen Veillent

Josie Shofield

Special Needs Daycare Coordinator Services

Lorraine Aitken, *Supported Child Care Service Coordinator*

Mary McLennan, *Supported Child Care Service Coordinator*

Together Against Poverty Society

Jacquie Ackerty, membre

Dorothy Livingstone, membre

Lisa Philipps, membre

Tim Richards

Margot Young, membre du Conseil

University of Victoria Students' Society

Michael Gardiner, directeur des finances

Beth Hardy, membre, *Board of Governors*

Vancouver Island Public Interest Research Group

Chene Bamford, *Part-time Executive*

Steven De Meulenaere, directeur

Prince J. Nallo, directeur exécutif

Victoria Labour Council

Steve Orcheston, secrétaire-trésorier

À titre personnel

Caryn Duncan

Kelly E. Quinn

Bob Allaire

British Columbia Coalition of People with Disabilities

Marcella Baldwin, *Member of the Board of Directors* —

B.C. Association for Community Living

Margaret Birrell, directrice exécutive

Patty Gibson, directrice des communications —

B.C. Association for Community Living

Margo Massie, présidente sortante

Ron Veale, président

Yukon Building Construction Trades Council

Todd Hardy, secrétaire-trésorier

Luigi Zanasi, *Economist-Advisor*

Yukon College Social Work 450 Class

Terry Gehmair, étudiant

Dudley Morgan, gérant des programmes

Michelle O'Hara, étudiante

Yukon Council on Aging

Geoffrey Constable, président

James Gorgebuck

Isabelle Gow, secrétaire

Pamela Griffiths

Ability Plus Employment Services

Helen Hughes, membre du Conseil

Norrie Preston, coordonnatrice

Camosun College Student Society

Shane Calder

Rob Flemming, coordonnateur de la recherche

Michael Subasic, coordonnateur, *Office Resources*

Déclarations spontanées

Doug Adams

Barbara Adams

Henry Boston, secrétaire, *B.C. Anti-Prohibition League*

Grant Dinnadge

Mabel Jean Rawlins-Brannan

Jonathan Kesselman, Département d'économie, Université de

Colombie-Britannique

Mehdi Najari

Joanne Newbauer

Lavinia Rojas

Joop Schuyff

Bill Tate

Organisations et particuliers
Fasc.**Date**
Child Care Training Project, Yukon College and Child Development Centre, Whitehorse

Pat Bragg, coordonnatrice

Jane Klassen, coordonnatrice, *Infant Programs*Dyana McKenzie, directrice adjointe, *Yukon Association for Community Living*
Council for Yukon Indians
Ann Bayne, *Chief Liard, First Nations*Annie Burns, *Elder*

Hammons Dick, K.T.C. Tribal Chief

Judy Gingell, présidente

Karel Grant

Betsy Jackson, directrice des programmes

Winnie Peterson, directrice de l'éducation

Bobbie Smith

Déclarations spontanées

Michael Dougherty

Michael G. Miller, président, Fédération du travail du Yukon

Jon Leah Hopkins

John Irving, employé du gouvernement du Yukon

V.A. Liske

Gail Noble, conseillère

Joie Quarton

Ian Smibert

Cathleen Smith

Steering Committee of Ecumenical Social Justice Circle

Renée Alford, membre

John Ferbey, membre

Robert Oliphant, membre

Velma Robertson, membre

United Way Society of the Yukon
Ross Findlater, président, *Social Planning Committee*

Lauri MacFeters, vice-présidente

Fédération des communautés francophones et acadiennes

Marc Godbout, directeur général

Roger Lavoie, chercheur

Gino Leblanc, vice-président

Fédération nationale des femmes canadiennes-françaises

Ghislaine Foullem, présidente

Institut canadien de la santé infantile

Denise Avar, directrice exécutive

Graham Chance, président

Ligue américaine pour la protection de l'enfance/Canada

Sandra Scarth, directrice exécutive

Elizabeth Tyrwhitt

National Association of Women and the Law

Martha Jackman, professeur associé, Faculté de droit.

Université d'Ottawa

Nouveau départ national Inc.

Lise Jacquot, directrice générale

Réseau national d'action-éducation femmes

Margot Cardinal, membre de l'exécutif national

Denise Lemire, directrice du projet

Syndicat canadien des travailleuses et travailleurs en éducation

Derek Blackadder, assistant exécutif national

Vanessa Kelly, présidente nationale

Syndicat national des employées et employés généraux et du secteur public

Larry Brown, secrétaire-trésorier national

James Clancy, président

Challenge-Community Vocational Alternative

John Breen, directeur administratif

Organisations et particuliers	Fasc.	Date
<p>Navin Parekh, <i>Past Representative</i></p> <p>Organisation nationale anti-pauvreté</p> <p>François Dumaine, directeur adjoint</p> <p>Jean Swanson, présidente</p> <p>Réseau national des jeunes pris en charge</p> <p>Martha Kirby, directrice nationale</p> <p>Diana Smith, <i>National Development Officer</i></p>	35	8 novembre 1994
<p>Bill Carne, <i>Past-Director, Ontario Psychiatric Survivors, Alliance of Ottawa-Carleton</i></p> <p>Bonnie Pape, directrice des programmes, CMHA</p> <p>Mark Parsons, <i>Advocacy Coordinator, Ontario Psychiatric Survivors, Alliance of Ottawa-Carleton</i></p> <p>Jayne Whyte, <i>Facilitator</i></p> <p>Association des collaboratrices et partenaires en affaires</p> <p>Louise Myner, membre du Conseil d'administration</p>		
<p>Canada Committee for the International Year of the Family 1994</p> <p>Prem Bhenamadhu, vice-président, <i>Human Resource Research, Conference Board of Canada</i></p> <p>Robert Couchman, coprésident</p> <p>Robert Glossop, directeur de la recherche, Institut Vanier de la famille</p> <p>Dan MacGregor, <i>Senior Policy Analyst</i></p> <p>Carol Matusickky, directeur administratif</p> <p>Julie Vaillancourt, <i>Community Programming Coordinator</i></p>		
<p>Lorraine Michael, membre du Comité sur la réforme sociale du CAA</p> <p>Sunera Thobani, présidente</p> <p>Conseil canadien de la coopération</p> <p>Réjean Laflamme, responsable du développement</p> <p>Majella St-Pierre, présidente</p> <p>Sylvie St-Pierre-Babin, directrice générale</p>		

Elaine Teofilovici, directrice exécutive (Montréal)		
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Association canadienne des restaurateurs et des services alimentaires	34	7 novembre 1994
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Michael Ferrabee, vice-président, Affaires gouvernementales		
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Becky McKinnon, présidente du Comité		
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Joyce Reynolds, directrice des ressources humaines		
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Association canadienne pour la promotion des services de garde à l'enfance		
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Jocelyne Tougas, directrice générale		
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Building and Construction Trade Department		
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Phil Benson, directeur, recherche		
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Guy Dumoulin, secrétaire exécutif		
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Joe Maloney, adjoint au secrétaire exécutif		
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Campaign 2000		
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John Pasquini, membre		
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Rosemary Popham, présidente		
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Congrès des peuples autochtones		
--	--	--

Don Ross, directeur des programmes		
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Jim Sinclair, président national		
----------------------------------	--	--

Conseil national des femmes du Canada		
--	--	--

Ruth Brown, présidente		
------------------------	--	--

Beth Cook, membre		
-------------------	--	--

Dorothy Hodgson, NCWC Committee of Officers		
---	--	--

May Nickson, conseillère en politiques		
--	--	--

Mennonite Central Committee		
------------------------------------	--	--

Christopher Derksen Hiebert, directeur		
--	--	--

David Hubert, directeur — Développement de l'emploi		
---	--	--

Joanna Reesor-McDowell, Community Co-ordinator		
--	--	--

Tobermory Community Activities		
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National Visible Minorities Council on Labour Force Development		
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Edna Bayne, membre du conseil		
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Kay Blair, présidente		
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Betty Lough, représentante		
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Confédération des syndicats nationaux

François Lamarche, conseiller

Gérald Larose, président

Fédération canadienne des enseignantes et enseignants

et Canadian Association of School

Administrators

Allan Bacon, président, *Canadian Teachers' Federation*

R.J. Kennedy, directeur de l'éducation, *Nipissing Board of*

Education

Douglas S. McCall, directeur des programmes et services

Harvey Weiner, *Deputy General Secretary, Canadian Teachers' Federation*

Fédération canadienne des étudiants et étudiantes

Guy Caron, président national

Bernie Froese-Germain, chercheur

Fédération canadienne pour l'alphabétisation

française

Angèle Buteau, vice-présidente

Jean-Yves Desjardins, président

Fédération des travailleurs et travailleuses

du Québec

Henri Massé, secrétaire général

Dominique Savoie, conseillère

Groupe de défense des enfants pauvres

Noëlle-Dominique Willem

Christa Freiler

Susan McGrath

Labourers' International Union of North America

Daniel McCarthy, directeur de la LUNA

Movement for Canadian Literacy

Anne Gauvin, représentante de l'Est du Canada

Jerry Lee Miller, secrétaire

Duane Ross, membre du Conseil

YWCA Canada

Dale Godsoe, président, *National Board of Directors*

Professeur Robin Bodway, Université Queen's

ABC Canada — Fondation pour l'alphabétisation

Colleen Albiston, directrice exécutive

Shelly Ehrenworth, membre du Conseil d'administration

Peter Gilchrist, vice-président

Association canadienne d'habitation et de rénovation urbaine

Tom Carter, membre du Conseil

Sharon Chisholm, directrice administrative

Martin Wexler, président

Centre for Community Enterprise

Michael Lewis, directeur exécutif

Commission canadienne de la mise en valeur de la main-d'oeuvre

Gérard Docquier, coprésident

Laurent Thibault, coprésident

Joan Westland, membre de la Commission

Congrès du travail du Canada

Bob Baldwin, directeur, projets spéciaux

Kevin Hayes, chercheur principal

Nancy Riche, vice-présidente

Cindy Wiggins, chercheur principal

Bob White, président

Native Women's Association of Canada

Amy Angecomb, directrice exécutive

Janis Walker, présidente

Syndicat canadien de la Fonction publique

Richard Balmis

Judy Darcy, présidente

Margot Young, conseillère de recherche

Centrale de l'enseignement du Québec

Daniel Lachance, vice-président

Richard Langlois, économiste

James McCambly, président

Société canadienne de la sclérose en plaques

Deanne Groetzinger, directrice nationale des communications

Canadian Paraplegic Association

Eric Boyd, *Managing Director*

Craig Hilyard, président national

Rick Price, *National Services Coordinator*

Coalition of National Voluntary Organizations

Joan Howell, présidente

Rose Potvin, directrice exécutive

Congress Union Retirees of Canada et du National Pensioners' et Senior Citizens Federation

Ted Azevedo, président, *National Pensioners*

Larry Wagg, vice-président, *Congress of Union Retirees of Canada*

Conseil canadien des droits des handicapés

Rosalind Currie, *Legal Consultant*

Jérôme Di Giovanni, président

Sue Williams, directrice exécutive

Fédération nationale des syndicats d'infirmières et d'infirmiers

Kathleen Connors, présidente

Carol Richardson, directrice exécutive

YMCA Canada

Betty Black, présidente

Diane Cohen, présidente, *Employment Initiatives Committee*

Allan Hatton, directeur, relations extérieures

Lula Ismail, *Membership Service*

À titre personnel

Professeur Brigitte Kitchen, Université York

David Brown, Institut CD Howe

Professeur Edwin West, Université Carleton

Professeur Judith Maxwell, *Queen's-Université d'Ottawa, projet en économie*

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2 novembre 1994

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3 novembre 1994

John DeVries, directeur principal, ressources humaines
 Michael Makin, *Senior Director of Public Affairs*
 Don Whitmore, président du Conseil

Association canadienne des ergothérapeutes

Heather Chilton, présidente

Anne Strickland, directrice exécutive

Association canadienne pour l'intégration communautaire

Paulette Berthiaume, présidente

Patty O'Donnell, présidente, *Self-Advocacy Advisory Committee*

Diane Richler, vice-présidente

Association des collèges communautaires du Canada

William L. Day, président, Conseil d'administration

Thomas Norton, président

Association des universités et collèges du Canada

Claude Lajeunesse, président

Robert Best, directeur des relations gouvernementales et des affaires publiques

Canadian Association for Adult Education

Teresa MacNeil, *Past President*

Rob Nixon, membre

Sandra Sorenson, directrice exécutive

Wendy Wright, membre

Canadian Association of the Non-Employed

Joan Johansson, présidente

Karen Zelanko, vice-présidente

Conseil des canadiens avec des déficiences

Francine Arsenault, présidente

Laurie Beachell, coordonnateur national

Lucy Lermieux-Brassard, présidente (Québec)

Fédération canadienne du travail

Terry D. Boudreau, secrétaire-trésorier

Chris Georgas, conseiller économiste principal

Conseil canadien pour la réadaptation des handicapés

Joe Bartolussi, président

Henry Botchford, directeur général national

Rick Miles, coprésident, *National Advocacy Task Force*

Michael Nuyen, consultant pour le programme

Conseil ethnoculturel du Canada

Emmanuel Dick, vice-président

Alma Establi, chercheuriste

Amy Matsubara, coordonnatrice de projet

Mechthild Meyer, chercheuriste

Deborah Nuyan, membre du Conseil

Maria Shin, directrice exécutive

Fédération de la jeunesse canadienne-française

Chantal Bérard, présidente

Mona Fortier, membre du Conseil d'administration

Aline Tailliefer, agente de projet

Institut canadien d'éducation des adultes

Gaétan Beaudet, chargé de projet

Diane Laberge, directrice générale

France Laurendeau, membre du Conseil d'administration

Secrétariat du Conseil national de prévention du crime

Ross Hastings, président

Syndicat national des travailleurs et travailleuses de l'automobile, de l'aérospatiale et de l'outillage agricole du Canada

Buzz Hargrove, président

Peggy Nash, adjointe au président

Jim Stanford, économiste

Voix — Le Réseau canadien des aînés

Andrew Atkins, directeur de la recherche

Association canadienne de la construction

Michael Atkinson, président

Conseil consultatif canadien sur la situation de la femme

Sarah Bélanger, *Research Analyst*

Tina Head, *Legal Analyst*

Diane Rioux, vice-présidente régionale

Glenda Simms, présidente

Fédération canadienne de l'agriculture

Sally Rutherford, directrice exécutive

Jack Wilkinson, président

Front des artistes canadiens

Greg Graham, directeur exécutif

Statistique Canada

Miles Corak, économiste principal

À titre personnel

Professeur Alan Moscovitch, Université Carleton

Professeur Patricia Armstrong, Université Carleton

Association canadienne des centres d'action bénévole

Lorraine Street, administratrice

Canadian Child Care Federation

Diane Bascombe, directrice exécutive

Cathy McCormick, présidente

Milton Sussman, secrétaire-trésorier

Citizens for Public Justice C.J.L. Foundation

Stephanie Baker-Collins, chercheuse nationale

Gerald Vanderzande, directeur des affaires publiques

Conference Board of Canada

George Khoury, directeur, Institut de recherches en dons et en

affaires publiques

Stelios Loizides, attachée de recherche

Conseil canadien de développement social

Chris Clark, *Policy Analyst*

Sharon Manson-Singer, présidente

David Ross, directeur général par intérim

Jean Sasseville, président, Groupe de travail
(assurance-chômage)
Kurt von Schilling, président

Ministère du développement des ressources humaines

Gerry Godoose, *Director of Policy Student Assistance Program*
Nancy Lawand, directrice générale, Groupe d'étude sur les
personnes handicapées

Harvey Lazar, sous-ministre adjoint principal

Kristina Liljefors, sous-ministre adjoint, Service de l'emploi

Paul McNeil, *Director General Cost-shared Programs*

Dean Moodie, directeur général adjoint, Division de
développement et de coordination des politiques et
programmes

Cathy O'Hara, sous-ministre adjoint

Yves Poisson, directeur général, Groupe d'étude sur
l'acquisition du savoir

Norine Smith, directrice générale, Politique du marché du
travail et de l'éducation

Gail Taylor directrice générale, Groupe d'étude sur les adultes
et l'employabilité

Cynthia Williams, directrice générale interimaire, Groupe
d'étude sur la famille et les enfants

Parti communiste du Canada

Hardial Bains, leader national

Société canadienne de schizophrénie

Michael Cassidy, président, *Advocacy Committee*

Andrea Klymasz, secrétaire, *Advocacy Committee Manitoba
Schizophrenia Society*

Penelope Marrett, directrice exécutive

Bert van der Berg, membre, SSC Board of Directors, président
SSC Research Committee

**Centre canadien de recherche en politique de
rechange**

Paul Browne, associé de recherche
Duncan Cameron, président

Annexe A

Liste des témoins

Organisations et particuliers	Fasc.	Date
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Université Dalhousie

Shelley Phipps, Département d'économie

Université McGill

Maureen Baker, Département de travail social

Ministre du développement des ressources humaines

Peter Hicks, conseiller principal en politique

Université Laval

Lise Poulin-Simon, professeure, Département des relations industrielles

À titre individuel

Gordon Betcherman, directeur, Projet sur la gestion des ressources humaines, projets de recherche économique des universités d'Ottawa et Queen's

À titre individuel

William, Cairdner

Université Simon Fraser

Professeur Douglas Allen

Ministre du développement des ressources humaines

L'honorable Lloyd Axworthy

L'honorable Lloyd Axworthy

Institut Caledon

Ken Battle, président

Sherri Torjman, vice-présidente

Institut canadien des actuaires

Stella Ann Ménard, membre, Groupe de travail

(assurance-chômage)

Daniel Barron, membre, Groupe de travail

(assurance-chômage)

U. Neugebauer, directeur exécutif

cahiers de travail. En sus de tout cela, des députés de divers partis ont organisé plus de 200 tribunes publiques sur la réforme de la sécurité sociale.

Dans les écoles, les salles paroissiales, les clubs philanthropiques, partout où ils en ont eu l'occasion, les Canadiens ont dit à leur gouvernement qu'ils voulaient avoir leur mot à dire. Ils se sont exprimés avec une assurance qui témoigne de notre patrimoine et reflète notre position de chefs de file au niveau mondial pour ce qui est de la conception et de la prestation de programmes sociaux. En fait, leurs propos laissaient percevoir un certain ressentiment en raison de l'écart qu'ils percevaient entre «eux» et «nous».

Notre Comité a été ému par l'intérêt, la passion et le sentiment de responsabilité affichés par les Canadiens durant ce débat, indépendamment de leur région, de leurs antécédents et de leur situation personnelle.

Le fait que les Canadiens revendiquent ainsi une place dans le débat a forcément influé sur notre façon d'envisager le processus de réforme. Il faut que les gens puissent continuer à participer au débat, il faut leur donner du temps et mieux les informer, et c'est au gouvernement qu'il incombe d'y voir. Pour leur part, les Canadiens ont une lourde tâche qui consiste à participer au débat de façon responsable, réfléchie et constructive, et l'examen de la sécurité sociale a montré qu'ils étaient tout à fait à la hauteur.

Cependant, en dehors de ce que nous avons appris sur le processus même et des nombreuses suggestions dont nous sommes efforcés de tenir compte, il reste un message fondamental pour la réforme de la sécurité sociale du Canada. Les Canadiens ont assumé leurs responsabilités lorsqu'ils ont participé à l'examen de la réforme, et l'on pourra de la même façon compter sur eux au sujet des programmes que l'on cherche à moderniser. Qui plus est, le processus de consultation est, d'une certaine façon, devenu le résultat. Si l'examen de la sécurité sociale a permis aux Canadiens d'assumer leurs responsabilités, nos politiques doivent permettre à d'autres Canadiens, parfois les mêmes, d'occuper la place qui leur revient dans la société. L'ère du gouvernement paternaliste, rigide, orienté du haut vers le bas est révolue. C'est là le message qu'ont répété les activistes du domaine social, les universitaires, les chefs d'entreprise et les bureaucrates.

La planification de la politique sociale sera désormais assujettie à un nouvel étalon. Pouvoir individuel, choix, autodétermination, dignité : tels sont les nouveaux repères de la politique publique. Or il reste encore beaucoup à faire. Le présent rapport constitue notre modeste contribution à l'évolution de notre grand pays.»

UNE ÉVOLUTION PROGRESSIVE...

Une évolution progressive

Je ferai de mon mieux pour encourager l'évolution de notre grand pays [...] Nous [les Canadiens] voulons un pays où règne l'espoir plutôt que la crainte, un pays dont chacun d'entre nous se sent un partenaire en parts égales, auquel il peut faire une contribution et où il ne se sent pas comme un boulet pour la société, un pays où les adultes peuvent trouver un travail décent et intéressant, un pays où les enfants peuvent rêver d'un avenir heureux. Nous voulons un pays qui reconnait que nos communautés sont les piliers de notre stabilité sociale et de notre puissance économique, un pays qui a une économie dynamique, qui encourage l'esprit d'entreprise et qui est à la fine pointe du progrès technologique et du changement. Jean Chrétien

Il existe un véritable consensus dans tout le Canada. On a pu le constater très tôt dans nos délibérations, et il a été exprimé à de multiples reprises avec vigueur, avec réflexion, avec émotion et parfois avec colère. Les Canadiens veulent prendre leur place dans ce débat.

La première phase des consultations qui a eu lieu au début du printemps dernier a suscité un intérêt considérable dans la population. Lorsque le ministère du Développement des ressources humaines a rendu public son document de travail, les Canadiens d'un océan à l'autre étaient impatientes de donner leur opinion sur ce qu'ils nous ont dit à maintes reprises considérer comme un élément de définition important de notre pays. Qu'il s'agisse du coût élevé des aliments à Iqaluit ou du manque de places de garde pour les enfants ayant des besoins spéciaux à Calgary, les Canadiens ont, avec éloquence et détermination, exigé leur place à la table où s'élabore la politique nationale. La planification et l'application des politiques sociales appartiennent aux Canadiens. « Nous comprenons mieux les programmes, nous savons mieux les appliquer et nous voulons que vous nous écoutiez », nous a-t-on souvent répété.

Le Comité a tenu plus de 160 audiences dans 24 villes au cours de l'année écoulée et il a reçu plus de 1 250 mémoires provenant d'organismes et de particuliers; la population canadienne a rempli et envoyé plus de 25 000

Aboriginal Social Services a insisté sur la nécessité de penser aux générations à venir : « La tradition autochtone rappelle, lorsque la collectivité doit prendre d'importantes décisions, que toute décision se répercutera sur les sept prochaines générations. »

Les incidences du processus de réforme en cours s'étendront peut-être, au-delà de demain, sur des dizaines d'années. Cela exige, pour permettre aux gens de mettre au point ou de rajuster leurs plans et leurs activités, des périodes raisonnables de transition à l'égard des mesures d'aide à l'adaptation. Cela suppose aussi que l'on envisage des solutions à long terme à des besoins pressants et, même si on ne veut pas y donner suite dans l'immédiat, la communication d'une vision au sujet, par exemple, de la garde d'enfants ou de la création d'emplois.

Les méthodes de transition que nous avons proposées renferment, pour produire une nouvelle vision de la politique sociale et un ensemble de programmes à l'intention des Canadiens, tant des initiatives à court terme que des réformes à long terme. Il est essentiel, pour venir en aide aux familles, de renforcer la vie communautaire, de renouveler notre fédération, et de réformer les programmes sociaux du Canada. Aux yeux des membres du Comité, ce plan de réforme de la politique sociale renferme des éléments qui peuvent faire l'objet de discussions actives et d'améliorations. Cette vision vise à créer une société qui, en plus de se soucier de nos enfants et de créer des possibilités d'emplois en favorisant le développement personnel, cherche à accroître la sécurité de tous les Canadiens et à leur assurer un traitement plus équitable.

Livre rouge. Le Comité a aussi recommandé, au sujet notamment de la garde d'enfants, un volet distinct ciblé essentiellement sur les autochtones au sein d'un processus plus vaste. Le Comité a constaté que l'insuffisance de services de garde d'enfants dans les réserves et les communautés nordiques pose un problème critique.

Le Comité est d'avis qu'il faudrait non seulement adopter les solutions décrites ci-dessus, mais aussi apporter une attention particulière à des questions clés soulevées par les autochtones. L'idée de procéder à une réforme de la sécurité sociale dans un cadre conforme à l'autonomie gouvernementale des autochtones était d'une importance primordiale pour pratiquement tous les groupes autochtones qui ont participé à nos délibérations. Il est vrai que la réforme de la sécurité sociale est un processus distinct de tout ce qui touche directement les négociations relatives aux revendications territoriales, aux traités et à l'autonomie gouvernementale, mais les changements apportés au régime de sécurité sociale tiennent compte des aspirations des autochtones à l'autonomie gouvernementale.

RECOMMANDATIONS

- Le Comité recommande que, dans cette optique, et compte tenu que les autochtones font face à des situations différentes du reste de la population, le gouvernement fédéral continue d'offrir des débouchés aux autochtones par le biais du Programme d'initiatives stratégiques pour les autochtones. Cela permettra de mettre au point et de fournir des services sociaux conformes à leur culture et de solidifier les partenariats qui pourraient englober une collaboration étroite entre les autochtones, d'une part, et les divers paliers de gouvernement et le secteur privé, d'autre part.
- Le Comité recommande que le gouvernement fédéral reconnaisse les différences sensibles auxquelles font face les autochtones qui travaillent dans des domaines inhabituels et traditionnels comme la chasse et la pêche et, si la situation financière le permet, qu'il étende aux familles à faible revenu qui dépendent de ce genre d'activités l'accroissement du supplément du revenu de travail que nous avons recommandé.
- Le Comité recommande que le gouvernement fédéral cherche des solutions au problème de logement particulier des autochtones, surtout à l'égard des communautés isolées du Nord.

CONCLUSION

On n'a pas cessé de nous répéter de nous tourner vers l'avenir et de prendre en considération la situation à long terme. Le groupe *Toronto*

groupes défavorisés de longue date sur le plan de l'emploi, et à faciliter l'accès à la formation professionnelle et linguistique pour rendre les nouveaux arrivés plus aptes à trouver un emploi.

Egalité d'accès pour les personnes handicapées

Des témoins nous ont exposé de façon convaincante le désir qu'ont les personnes handicapées de participer pleinement à la vie communautaire. Dans la partie du présent chapitre intitulée « Investir dans le capital humain », le Comité recommande de maintenir ou de créer des formes d'aide appropriées pour intensifier la participation sociale et économique des personnes handicapées.

Le Comité perçoit la réforme des programmes sociaux du Canada comme l'occasion de faciliter l'accès à l'éducation, à la formation et à l'emploi pour les personnes handicapées. L'égalité d'accès est essentielle pour leur permettre de réaliser leur plein potentiel et faire profiter la communauté et le marché du travail de leurs aptitudes.

Partenariats avec les autochtones

Les membres du Comité ont été frappés par les présentations de groupes autochtones des quatre coins du pays et par le nombre de questions importantes soulevées. La situation sociale, culturelle et économique des peuples autochtones du Canada est aussi différente que les endroits qu'ils habitent. Les préoccupations des autochtones des grandes villes diffèrent grandement de celles des gens qui habitent au nord du 60^e parallèle. Dans la plupart des cas, les solutions propres aux situations des divers groupes autochtones varient tout autant.

Le Comité s'est efforcé, en recommandant des solutions aux problèmes abordés dans ce chapitre, de prendre en considération les préoccupations soulevées par les autochtones. Dans plusieurs cas, comme les changements proposés au régime d'assurance-chômage à l'égard des prestataires fréquents, leurs opinions correspondaient aux préoccupations de beaucoup de Canadiens et furent intégrées à notre proposition globale. À d'autres égards, comme les services de développement de l'emploi, le Comité encourage une solution globale fondée en partie sur des partenariats, dans le cadre de la stratégie des *Chemins de la réussite* par exemple, le développement et le maintien de l'aide fédérale à cette fin. Il nous semble que ce genre de programme répond aux préoccupations des autochtones à l'égard de mécanismes destinés à résoudre leurs difficultés particulières tout en allant dans le sens des engagements pris par le gouvernement dans son

Egalité dans la diversité

Le Comité reconnaît que la réforme du système de sécurité sociale doit tenir compte des préoccupations des minorités visibles et ethnoculturelles.

Le principe de l'équité devrait être au coeur de toute réforme du système de sécurité sociale. Les membres du Comité reconnaissent que les minorités visibles sont sous-représentées sur le marché du travail et que les obstacles systémiques et comportementaux contribuent grandement au chômage et au sous-emploi. La réforme devrait donc prévoir des mesures visant à créer et à maintenir une main-d'oeuvre diversifiée.

La diversité du Canada fait sa force, et il faudrait inciter les employeurs à en tirer parti. Le meilleur moyen dont disposent les entreprises pour atteindre leurs objectifs serait d'éliminer les obstacles à l'emploi que certains groupes ont à surmonter et de créer un environnement qui met en valeur l'unicité de l'individu et qui en tire profit. Les employeurs qui respectent la différence et encouragent leurs employés à se réaliser pleinement finiront par créer une organisation efficiente.

La non-reconnaissance des titres et attestations obtenus à l'étranger est une question qui préoccupe tout particulièrement les collectivités raciales et ethniques. Bon nombre d'immigrants sont des professionnels qualifiés et expérimentés dont les connaissances et les études ne sont pas reconnues au Canada. Le Comité croit qu'il faut mettre au point un mécanisme permettant d'évaluer et de reconnaître les titres professionnels et attestations de scolarité des nouveaux venus afin de faciliter leur accès à l'emploi.

Le Comité abonde dans le sens des témoins qui ont insisté sur la nécessité d'intégrer et de coordonner les politiques dans le cadre des réformes prévues. Il importe de lier les politiques de l'immigration et du multiculturelisme à la réforme de la sécurité sociale.

RECOMMANDATION

● Le Comité recommande au gouvernement fédéral d'assumer un rôle de premier plan dans l'élimination des entraves à l'emploi et dans la création d'une population active qui témoigne de la diversité de la société canadienne. Les mesures adoptées en ce sens pourraient consister notamment à encourager les employeurs à trouver de nouvelles façons de gérer et d'évaluer la diversité de la main-d'oeuvre et de traiter chacun équitablement, à inciter les autres paliers de gouvernement à reconnaître officiellement l'importance d'avoir des programmes de création d'emplois équitables, à encourager les organisations à se lancer dans la formation et l'éducation de

non rémunérée accompli par les femmes, veiller à ce que les femmes aient accès à tous les types et à tous les niveaux d'éducation et de formation; appuyer les services de garde d'enfants de qualité subventionnés par l'État comme principe de société, cerner, prévenir et éliminer toutes les formes de violence contre les femmes et les enfants.

En outre, le programme «Intégration de la femme au développement» de l'Agence canadienne de développement international (ACDI), relève certains principes d'égalité des sexes essentiels à un épanouissement économique sûr. Ces principes indiquent à quel point il importe de promouvoir l'égalité des femmes dans le contexte du développement international. Le Comité unit sa voix à celle des groupes de femmes qui exhortent le Canada à assurer une cohérence entre ses engagements internationaux et ses pratiques nationales.

Le Comité souligne l'importance de promouvoir l'égalité des femmes et croit que la réforme des programmes sociaux constitue une bonne occasion d'améliorer le sort des Canadiennes.

- Le Comité recommande que la réforme des programmes sociaux soit soumise à une analyse en fonction des sexes afin de garantir une participation sociale et économique égale des femmes.

- Le Comité recommande que, pour réduire les taux de pauvreté élevés qu'on retrouve chez les femmes, les réformes apportées aux programmes sociaux s'emploient à éliminer les obstacles professionnels et financiers qui nuisent à l'avancement économique des femmes et à promouvoir un partage équitable des responsabilités professionnelles et familiales.

- Le Comité recommande que l'accès aux programmes d'éducation et de formation soit accru pour que les perspectives d'emploi des femmes augmentent et que ces dernières aient un plus grand choix de carrières.

- L'établissement de liens entre la violence, l'iniquité et la pauvreté nous permettra de veiller à ce que les programmes de sécurité sociale répondent aux besoins particuliers des femmes. Le Comité recommande que le processus de réforme tiennent compte des répercussions de la violence faite aux femmes.

ÉGALITÉ

L'égalité pour tous est une des principales valeurs intrinsèques de la société canadienne. Le Comité est d'avis que l'examen et la réforme des programmes sociaux du Canada doivent se faire dans l'optique d'assurer la participation pleine et entière à l'économie des femmes, des autochtones, des personnes handicapées et des minorités visibles. Pour accroître la sécurité et l'équité du système et investir dans le capital humain comme nous le voulons le faire, il est toutefois primordial d'éliminer les obstacles à l'éducation, à la formation et à l'emploi que rencontrent ces Canadiens.

Sécurité sociale et égalité des femmes

Le Comité reconnaît les réalités sociales et économiques qui sont le lot de bien des Canadiennes. Des groupes de femmes de tout le pays ont précisé dans leurs exposés les obstacles que leurs consœurs ont à surmonter et qui les empêchent de participer pleinement à la vie économique nationale, notamment les taux de pauvreté élevés, les risques accrus de devenir pauvre, l'accès inégal aux perspectives d'emploi et de formation, le confinement dans des emplois peu rémunérateurs, la responsabilité principale de prendre soin des enfants et des personnes âgées, un pourcentage disproportionné des responsabilités professionnelles et familiales, ainsi que la violence au foyer et au travail. Les femmes handicapées, autochtones ou membres de minorités visibles se heurtent à des obstacles comportementaux et culturels supplémentaires.

Les témoins entendus ont prévenu le Comité que les changements apportés aux programmes sociaux, à première vue non discriminatoires, pourraient en fait avoir des répercussions négatives sur les femmes. Le Comité croit que la réforme des programmes sociaux ne doit pas intensifier l'iniquité ni contrevenir aux engagements pris sur les scènes nationale et internationale en vue de garantir l'égalité des femmes.

Parmi les engagements internationaux conclus à cet égard par le Canada, on retrouve la Convention sur l'élimination de toutes les formes de discrimination à l'égard des femmes et les Stratégies prospectives d'action de Nairobi. Le Conseil consultatif canadien sur la situation de la femme a relevé un certain nombre d'éléments clés dans les Stratégies qui sont pertinents à la réforme des programmes sociaux canadiens, notamment :

Assurer l'égalité des femmes dans la loi et dans la pratique, augmenter le nombre de femmes dans la main-d'œuvre rémunérée, combler l'écart salarial, enrayer la pauvreté en favorisant une distribution équitable du revenu national, inclure dans la planification nationale la valeur du travail rémunéré et

devrait-elle être convertie en crédit? Vaudrait-il mieux l'abandonner et plutôt l'appliquer de manière plus ciblée à l'établissement d'un système national de garde d'enfants? Nous encourageons le gouvernement à inclure ces questions dans ses entretiens sur la garde d'enfants avec les provinces et les territoires.

Le Comité ne prétend pas qu'il sera facile de trouver des réponses aux questions soulevées, ni que cet exercice de réflexion sera une panacée pour tous les maux créés par le déficit ou les limites inhérentes à l'enveloppe de la politique sociale. Nous avons cependant une occasion exceptionnelle de tenter de parvenir à un système global où les dépenses sociales directes sont coordonnées efficacement et équitablement avec les dépenses sociales indirectes émanant de notre système fiscal, et nous encourageons le gouvernement à prendre les mesures qu'il faut. Le jour où l'on engagera ce processus marquera une étape importante sur la voie de la rationalisation des dépenses publiques, de la poursuite de l'équité dans notre société et de la réforme de nos programmes sociaux.

- Le Comité recommande que le gouvernement tienne dûment compte des critiques exprimées par les témoins à l'endroit du régime fiscal, et qu'il en confie l'étude à une tribune publique, par exemple au comité parlementaire permanent concerné.

- Le Comité recommande que toutes les dépenses fiscales fédérales, y compris les dépenses fiscales à caractère social, fassent partie intégrante de l'examen du budget auquel se livre le Parlement chaque année. La gestion financière exercée par le gouvernement s'en trouverait resserrée, de même que le contrôle des deniers publics par le Parlement.

- Le Comité recommande que les dépenses fiscales à caractère social soient évaluées en fonction de lignes directrices analogues à celles qui visent les dépenses de programmes du gouvernement fédéral, et que le gouvernement ajoute un critère additionnel d'équité dans son évaluation.

- Le Comité recommande que, compte tenu de la situation financière très difficile dans laquelle se trouve le gouvernement, le ministère passe ses propres activités à la loupe et cherche à rationaliser les opérations, supprimer les chevauchements et réduire en général les coûts d'administration des programmes, ce qui permettra de réaliser des économies qui pourront être affectées aux programmes actifs et aux programmes de soutien.

mieux renseigné sur les activités du gouvernement. Le répertoire des dépenses fiscales serait un livre ouvert sur ce poste de dépenses. On pourrait alors comparer les coûts des programmes avec d'autres façons d'atteindre les mêmes objectifs, et on encouragerait une remise en question périodique des éléments fondamentaux des programmes sociaux. Le répertoire nous indiquerait qui bénéficie des dépenses et qui risquerait de souffrir injustement si elles étaient remaniées ou éliminées.

Le Comité aimerait que le gouvernement aille plus loin encore et à court terme qu'il relie les dépenses sociales à caractère social à l'examen des programmes qui s'effectue en ce moment, en accordant une attention toute spéciale à la question de leur équité (encadré 12).

Encadré 12 : Lignes directrices régissant l'examen des programmes

dans le cadre de l'examen des programmes, on demande aux ministères d'analyser et d'évaluer leurs activités en fonction des critères suivants :	
•	Le rôle actuel du fédéralisme — Le rôle légitime et nécessaire dans cette activité ou ce domaine?
•	Critère du fédéralisme — Le rôle est-il approprié ou le programme pourrait-il être transféré aux provinces?
•	Critère du partenariat — Quels programmes devraient ou pourraient être assurés en totalité ou en partie par le secteur privé ou bénévoles?
•	Critère de la capacité financière — Aura-t-on les moyens de financer les activités et programmes, compte tenu des contraintes budgétaires? Dans la négative, quels programmes ou quelles activités faut-il abandonner?
— Le gouvernement a-t-il un rôle	
Critère du rôle du gouvernement	

Les questions d'équité et de priorités dans le domaine des dépenses sociales, de même que la coordination des dépenses directes et indirectes doivent être étudiées ensemble. Dans les réponses aux questions d'équité, le gouvernement et le Parlement doivent prendre en considération l'équité entre travailleurs ayant des revenus analogues (équité horizontale) et l'équité entre les travailleurs à faible revenu et ceux à revenu élevé (équité verticale).

À cet égard, la déduction pour frais de garde d'enfants soulève une question épineuse d'équité verticale. Cette déduction, qui coûte au gouvernement fédéral plus de 300 millions de dollars par an, est calculée sur des taux marginaux d'impôt et, par conséquent, elle profite davantage aux familles à revenu élevé. De plus, une proportion plus grande de familles à faible revenu recourent à des services parallèles de garde d'enfants, donc ces familles ne bénéficient pas du tout de la déduction. Le gouvernement doit se demander s'il est logique que les parents à l'aise reçoivent davantage pour faire garder leurs enfants que les parents à plus faible revenu. La déduction

Les dépenses fiscales posent d'importantes questions. Ces dépenses remplissent-elles leur fonction de la manière la plus efficace? Existe-t-il des solutions qui seraient meilleures? Est-ce que les dépenses fiscales intéressent les particuliers sont équitables ou amènent-elles une catégorie de la société à supporter un fardeau tantôt lourd, tantôt moins? De ce fait, nous aimerions proposer aux Canadiens et aux Canadiennes, lorsqu'ils examineront les choix à faire, de regarder les dépenses fiscales en plus des dépenses de programmes.

Le Comité pense comme le ministre Martin qu'il s'impose que les dépenses fiscales soient examinées et il reconnaît l'importance de cet examen pour la réforme de la politique sociale. L'objectif d'équité et d'efficacité visé par le ministre Martin va tout à fait dans le sens des efforts du gouvernement pour améliorer la performance de l'économie canadienne.

Contrairement aux programmes de dépenses directes, les dépenses fiscales ne sont pas soumises à l'analyse détaillée à laquelle se livre le Parlement chaque année à l'égard des budgets de dépenses. Le vérificateur général a souvent réclamé que les dépenses fiscales fassent l'objet d'un examen détaillé annuel, mais ses recommandations sont restées lettre morte. Cela crée une situation bizarre où, officiellement du moins, les ministères ont une information floue relativement à des dépenses qui sont de leur ressort. L'information dont disposent les parlementaires et le public à l'heure actuelle n'est tout simplement pas suffisante pour que nous débations en toute connaissance de cause de l'équité et de l'efficacité des dépenses fiscales.

Le Comité n'avait pas l'intention d'examiner les dépenses fiscales à caractère social quand il a commencé ses consultations. Cependant, leur incidence sur les dépenses sociales directes nous est rapidement devenue apparente. Devant l'insistance des Canadiens et des Canadiennes qui veulent que l'étude porte aussi sur les questions d'impôt, le Comité pense que le gouvernement fédéral devrait amorcer le processus nécessaire pour que ces dépenses soient assujetties à un examen formel et régulier, comme nous le faisons pour les dépenses directes. Le Comité convient avec le vérificateur général que les parlementaires ont besoin d'avoir un tableau clair des répercussions des programmes sociaux sur le bien-être des Canadiens et il craint comme lui que le Parlement ne manque de données importantes sur l'efficacité et les effets des programmes sociaux existants. Il importe de faire régulièrement rapport des dépenses fiscales à caractère social et de les revoir périodiquement.

La création d'un répertoire des dépenses fiscales qui serait intégré chaque année aux documents budgétaires permettrait par ailleurs au public d'être

leur mandat de recommander que soient modifiés des éléments du système fiscal de base comme la progressivité. Par ailleurs, le Comité est convaincu que la réforme de la sécurité sociale doit s'effectuer dans un contexte où les citoyens ordinaires savent qu'ils sont traités équitablement. À notre avis, le gouvernement doit accorder toute l'attention voulue aux critiques exprimées par les témoins à l'égard du système fiscal, et ce, dans un esprit de transparence, peut-être en en confiant l'étude à un des comités parlementaires permanents. Nous pensons que la population canadienne acceptera plus volontiers la réforme de la sécurité sociale si un examen du régime fiscal était mené et qu'elle respecterait davantage le système et s'y conformerait mieux. Un examen ouvert du système fiscal pour déterminer s'il est équitable devait tenir compte de son influence relative sur l'écart grandissant entre les groupes à revenu élevé et les groupes à faible revenu, et être assorti des correctifs nécessaires.

Le Comité reconnaît l'importance de contrôler pleinement et régulièrement la performance des dépenses fiscales, y compris les dépenses fiscales à caractère social, pour pouvoir évaluer leur efficacité en tant qu'outils d'intervention. Les dépenses fiscales, qui résultent de dispositions spéciales dans les lois sur l'impôt, permettent d'accorder un régime préférentiel à des particuliers et des groupes dans des circonstances particulières ou dans l'exercice de certaines activités. Tout comme les programmes de dépenses directes, l'objet des dépenses fiscales est de stimuler ou d'aider certains secteurs à atteindre un objectif d'ensemble. Ces dépenses fiscales sont composées de déductions, de reports, d'exemptions et de crédits remboursables et non remboursables.

Ces mesures sont appelées des «dépenses» parce que les recettes des dollars dépensés directement par l'entremise de programmes. Les dépenses fiscales à caractère social comprennent notamment le crédit non remboursable en raison de l'âge, le crédit non remboursable de personne mariée, la déduction pour cotisation à un REER, et la déduction pour frais de garde d'enfants. D'après des estimations récentes du *Caledon Institute of Social Policy*, les dépenses fiscales à caractère social se chiffrent à quelque 36 milliards de dollars par an. C'est un montant considérable, surtout quand on le compare aux 38,7 milliards de dollars qui font l'objet de l'examen dans le document de travail.

À cet égard, il importe de souligner que l'hon. Paul Martin, ministre des Finances, a encouragé récemment les parlementaires et tous les Canadiens à évaluer l'efficacité des dépenses fiscales en tant qu'outil d'intervention. Dans son allocution au Comité permanent des finances le 18 octobre 1994, le Ministre a dit :

principes voulus pour rendre possibles certains types de services ainsi que sur des principes généraux, comme la transférabilité, l'accessibilité et l'équité.

- Le Comité recommande au gouvernement fédéral d'étudier avec les provinces et les territoires la possibilité de transformer le RAPC en un programme assorti d'un financement global et de dispositions plus souples permettant de financer des programmes sociaux préventifs.
- Le Comité exhorte les gouvernements à faire de la réduction de la pauvreté chez les enfants un objectif primordial de leurs discussions.
- Le Comité encourage les gouvernements à se pencher sur la question des principes généraux, comme la transférabilité, et sur la possibilité de préciser les normes de divers programmes, notamment les programmes de garde.

Des impôts et des dépenses fiscales équitables

Une grande majorité des témoins entendus ont exprimé de vives préoccupations quant au manque d'équité du système fiscal canadien. Certains lui attribuent en partie l'écart de revenus qui se creuse entre les nantis et les moins nantis au Canada. Beaucoup s'insurgent contre le fait que certaines sociétés qui réalisent des bénéfices n'ont payé aucun impôt ces dernières années. Des témoins ont pressé le Comité d'encourager le gouvernement fédéral à explorer ces sources potentielles de recettes dans sa lutte contre le déficit et de s'en servir pour corriger les besoins sociaux les plus pressants. Certains témoins ont aussi encouragé le gouvernement à adopter une base fiscale plus progressive et à supprimer les échappatoires fiscales pour que les entreprises et les nantis paient leur juste part des impôts.

Les témoins ont formulé de nombreuses propositions précises pour rééquilibrer le fardeau fiscal et couper dans les dépenses gouvernementales afin de réduire le déficit, notamment éliminer les subventions fiscales aux entreprises; abolir l'exemption d'impôt sur les gains de loterie; éliminer les déductions d'impôt pour les placements de retraite (RER, RRR); imposer des fiducies familiales; transformer les déductions régressives en crédits; éliminer la déduction pour frais de représentation; instituer un impôt sur les successions et un impôt sur la fortune; majorer l'impôt sur les sociétés en pourcentage des recettes fiscales; et faire davantage de vérifications fiscales sur les sociétés.

Tout en étant sensibles aux griefs touchant la fiscalité soulevés par de nombreux témoins, les membres du Comité pensent qu'il n'y a pas dans

L'aide sociale et de réintégrer la main-d'œuvre active, d'acquiescer de la formation ou d'étudier. À l'heure actuelle, les fonds du RAPC ne peuvent contribuer au financement d'initiatives créatrices, comme le programme québécois APPORT, qui augmente les salaires des parents qui travaillent. Il n'accorde à certaines personnes handicapées l'aide dont elles ont besoin que si elles sont déclarées « inaptes au travail ». Bref, le RAPC n'est pas assez souple pour aider les prestataires à atteindre l'indépendance et l'autonomie accrues auxquelles ils aspirent ou pour aider au financement des nouveaux programmes préventifs des provinces.

De plus, en raison des critères très larges et généraux du RAPC, les Canadiens ne peuvent compter obtenir les mêmes services sociaux partout au pays. Les écarts importants qui existent entre le soutien du revenu accordé en divers points du pays sont un exemple de ce que permet le RAPC. Le fait que les principes directeurs soient trop vagues pour répondre adéquatement aux lacunes de certains programmes, notamment les programmes d'aide à l'enfance, en est un autre bon exemple. Enfin l'entente sur le partage des coûts à parts égales fait que les gouvernements ont du mal à contrôler les dépenses, un problème d'autant plus important qu'il se pose en période d'austérité.

Toutes ces difficultés font qu'une réforme du RAPC s'impose. Le Comité souscrit à l'idée énoncée dans le document de travail et voulant que les gouvernements fédéral, provinciaux et territoriaux songent à modifier les dispositions actuelles du RAPC de manière à les assouplir afin que le Régime puisse servir davantage à financer des initiatives plus favorables aux aspirations des familles avec enfants. Les gouvernements devront aussi s'attaquer ensemble à divers pièges de l'aide sociale, comme le retrait immédiat de certains avantages aux prestataires qui trouvent du travail. Nous exhortons aussi le gouvernement fédéral à chercher avec les provinces des moyens d'assurer aux Canadiens qui vivent de l'aide sociale des prestations comparables, où qu'ils vivent dans le pays.

Le Comité croit que l'on pourrait régler la plupart des problèmes décrits ci-dessus au moyen d'une entente de financement global efficace. Il faudrait absolument discuter de certains objectifs globaux, notamment le maintien du filet de sécurité sociale, qui assure un soutien du revenu uniforme partout au Canada. Il importerait aussi de prendre des initiatives mieux ciblées et mieux coordonnées pour réduire la pauvreté chez les enfants, notamment des mesures préventives que le RAPC ne prévoit pas actuellement. Enfin, conformément à notre thème, qui consiste à investir dans le capital humain, nous devrions trouver un moyen de contribuer, dans le cadre du RAPC, au financement de services mieux adaptés et plus efficaces à l'intention des personnes handicapées et de programmes conçus pour aider les bénéficiaires à s'affranchir de l'aide sociale. Le Comité encourage les gouvernements fédéral, provinciaux et territoriaux à s'entendre sur les

politique dans ce domaine, le gouvernement fédéral donnerait le ton aux provinces et aux employeurs du secteur privé.

- Le Comité recommande que le gouvernement fédéral prenne des mesures pour mesurer le travail non rémunéré et en faire une évaluation économique.

Réforme du Régime d'assistance publique du Canada

Le Régime d'assistance publique du Canada (RAPC) est un programme détaillé dans le cadre duquel les gouvernements fédéral et provinciaux se partagent le coût des programmes d'aide sociale des provinces. Mis en oeuvre en 1966, il a été conçu pour favoriser le développement des services sociaux partout au Canada. Dans le cadre du RAPC, le gouvernement fédéral est convenu de payer jusqu'à 50 p. 100 des sommes dépensées par les provinces en prestations d'aide sociale aux citoyens «nécessiteux» ou «susceptibles de le devenir». Le RAPC permet d'assurer aux personnes dans le besoin les premières nécessités de la vie, comme la nourriture, le logement, les vêtements, et de répondre à certains besoins particuliers en matière de bien-être général, de sécurité ou de réadaptation. Le reste des fonds du RAPC (environ le tiers) aide à financer des services comme les soins à domicile, les services de santé non assurés, ainsi que divers services de bien-être, comme les services de counselling et d'évaluation, l'aide sociale à l'enfance, l'adoption et les services de garde. Il importe de souligner que les dépenses affectées au RAPC ont plus que triplé depuis 1981 et atteignent maintenant 8,2 milliards de dollars.

Le RAPC a permis d'élargir l'aide sociale au Canada et a contribué à l'établissement de notre système complet de services sociaux. Mais beaucoup de points faibles inhérents au régime font qu'il ne permet pas de régler certains problèmes sociaux pressants ni de répondre à certaines priorités. Depuis les années 1960, l'idéologie de l'aide sociale a évolué au gré de notre société. Nous accordons maintenant plus d'importance aux programmes qui aident les bénéficiaires à devenir plus autonomes ainsi qu'aux méthodes d'intervention hâtive qui visent à prévenir et à empêcher les problèmes sociaux et personnels. Ces programmes de prévention sont particulièrement importants dans le cas, notamment, des programmes d'aide à l'éducation des enfants et de nutrition. Par ailleurs, au Canada, le problème de la pauvreté chez les enfants gagne du terrain plutôt que de s'estomper, un phénomène troublant que le RAPC n'a pas permis de

Les assistés sociaux doivent éviter plusieurs «pièges du bien-être», c'est-à-dire des obstacles qui font qu'il leur est difficile de s'affranchir de

employeurs à décider des embauchages et des mises à pied en fonction de l'admissibilité aux prestations et de leur durée.

Nous pensons que nos recommandations sont équilibrées, modernes et sages sur le plan financier. Elles demandent au gouvernement de fournir de l'aide et une meilleure formation aux travailleurs qui en ont besoin. Elles tiennent compte des besoins régionaux et des travailleurs saisonniers. Elles se soucient des jeunes et de leur avenir, en corrigeant dans le système les facteurs qui les empêchent de chercher de l'emploi. Elles sont justes dans le sens qu'elles offrent une meilleure sécurité à de nombreux travailleurs et protègent les travailleurs à temps partiel et les contractuels. Elles corrigent les pertes d'efficacité dans l'économie causées par le régime d'assurance-chômage dans sa forme actuelle; enfin, le principe des «meilleures semaines travaillées» colmate les brèches dans le système. Elles reflètent aussi la notion de «mise en commun des risques», où le régime reste un programme inclusif mais souligne aussi la responsabilité mutuelle. Nous encourageons le gouvernement à étudier ces recommandations attentivement au cours des semaines et des mois qui viennent.

Le temps de travail et les conditions de travail souples

Le temps de travail n'a pas constitué un thème important du document de travail, mais le Comité reconnaît l'importance de cette dimension. Dans ce contexte, le Comité appuie le débat amorcé au dépôt du rapport du Groupe consultatif sur le temps de travail et la répartition du travail, en décembre 1994, groupe qui avait été constitué en février 1994 par le ministre du Développement des ressources humaines. Cet ouvrage stimulera une discussion très opportune sur les questions relatives au temps de travail et aux modalités d'assouplissement, ce qui entraînera, espérons-le, des solutions innovatrices à des problèmes auxquels les Canadiens d'aujourd'hui sont confrontés.

Le Comité est bien conscient de l'importance du travail non rémunéré, réalisé par des personnes au foyer et par des bénévoles. Étant donné les avantages que retire la société de ce travail, sa valeur devrait se refléter dans les politiques fédérales.

● Le Comité recommande que le gouvernement fédéral, en tant que grand employeur, facilite davantage l'adoption de conditions de travail souples et la redistribution des heures de travail dans la fonction publique. Une telle initiative devrait être conçue de façon à aider les travailleurs à équilibrer leurs responsabilités familiales et professionnelles et devrait viser à stimuler l'emploi. Par sa

travailleurs à temps partiel et les personnes qui travaillent à contrat, et qu'elle commence dès la première heure de travail.

- Le Comité recommande que le gouvernement cherche également des moyens d'étendre l'admissibilité aux travailleurs autonomes.

- Le Comité recommande d'autoriser les prestataires d'assurance-chômage à tenir compte, dans l'établissement du niveau de leurs prestations, des semaines au cours desquelles ils ont gagné leur revenu le plus élevé. Il recommande en outre de permettre aux travailleurs de tenir compte des jours ou des heures de travail isolés dans le calcul du nombre total de semaines de travail.

- Le Comité recommande que les travailleurs qui viennent d'entrer sur le marché du travail soient tenus de bâtir leur admissibilité aux prestations d'assurance-chômage sur une période plus longue que la période minimum habituelle, afin de décourager l'utilisation chronique du régime d'assurance-chômage.

- Reconnaissant l'importance des services de développement de l'emploi, le Comité recommande qu'on ne réduise pas d'avantage les cotisations d'assurance-chômage pour le moment.

- Le Comité recommande de laisser le compte d'assurance-chômage accumuler un excédent qui permettrait d'appliquer des modifications plus graduelles des taux de cotisations pendant la durée du cycle économique.

- Le Comité recommande qu'à long terme, dans la réforme globale de l'assurance-chômage, le gouvernement étudie la possibilité de créer un système d'assurance-chômage basé sur la vie entière d'un travailleur et que l'admissibilité aux prestations soit fonction de la participation au marché du travail durant la vie entière.

- Le Comité ne recommande pas de subordonner le montant des prestations au montant du revenu familial.

- Le Comité recommande que le gouvernement corrige les failles dans le régime d'assurance-chômage qui amènent les

telle voie. En effet, il est bien plus difficile pour les entreprises d'absorber en période de récession les augmentations des cotisations nécessaires pour alimenter la caisse d'assurance-chômage lorsque le nombre des prestataires est élevé. Pour cette raison, le Comité pense aussi qu'il serait opportun de laisser le compte d'assurance-chômage accumuler un excédent qui servirait à faire face à la demande en période de récession.

On pourrait aussi à long terme modifier le régime d'assurance-chômage pour l'utiliser à des fins nouvelles dans l'esprit des changements proposés dans la section du chapitre V intitulée «Investir dans le capital humain».

La période ouvrant droit aux prestations ne se bornerait plus à la période de douze mois précédant la demande, mais s'étendrait sur toute la période d'activité du travailleur. Comme un travailleur serait autorisé à accumuler des «crédits» d'assurance-chômage durant toute sa vie active, une partie des crédits non utilisés pourrait être «mise en banque» pour permettre éventuellement le versement de prestations plus élevées ou étalées sur une période plus longue, soit durant une interruption de travail temporaire, soit pour permettre au travailleur d'actualiser ses compétences.

Evidemment, le rythme d'accumulation des crédits en question serait beaucoup plus lent que dans le régime actuel.

Pour prendre un exemple dans le domaine de l'assurance-vie, le régime actuel s'apparente à l'assurance-vie temporaire et celui que nous proposons à l'assurance-vie entière.

Le Comité rejette l'idée de subordonner le montant des prestations au montant du revenu familial, car nous craignons que cela n'ait des conséquences fâcheuses sur l'indépendance des femmes. Comme les hommes gagnent en général plus que les femmes, celles-ci risqueraient de perdre leur droit à l'assurance-chômage. Elles dépendraient donc encore plus de leur mari financièrement, ce qui nuirait à leur statut au sein du couple.

Le Comité fait donc les recommandations suivantes :

- Le Comité recommande que le gouvernement réduise les prestations d'assurance-chômage ou resserre les conditions d'admissibilité, ou les deux. Cet ajustement permettrait d'assurer un soutien du revenu durant toute l'année de travail, particulièrement aux travailleurs saisonniers, et d'augmenter les services de développement de l'emploi.

- Le Comité recommande que la couverture de l'assurance-chômage soit élargie pour englober tous les

Le Comité pense également qu'il faut prendre des mesures pour dissuader les jeunes de couper court à leurs études et de tomber dans le piège des emplois à court terme entrecoupés de longues périodes de chômage. Nous pensons que les nouveaux travailleurs devraient, pour avoir droit aux pleines prestations d'assurance-chômage, travailler plus longtemps que la période minimum habituelle ouvrant droit aux prestations. Nous n'avons pas de période fixe à recommander pour le moment. On inciterait ainsi les jeunes à travailler plus longtemps durant leurs premières années d'activité et à se diriger vers des professions ou à acquérir des compétences plus prometteuses sur le plan de l'emploi. Il faudrait aussi encourager les jeunes qui ont du mal à trouver un emploi stable à s'inscrire à des programmes d'apprentissage. Cette orientation s'inscrit tout à fait bien dans la démarche vers le principe de la responsabilité mutuelle.

Le Comité estime qu'il ne faut pas réduire davantage les cotisations d'assurance-chômage pour le moment. En adoptant cette position, nous croyons tenir compte des besoins des travailleurs, des employeurs et des différentes régions. Comme le ministre de l'Industrie, M. John Manley l'a noté dans son récent document *L'innovation : La clé de l'économie moderne*, le Canada impose déjà les charges sociales les plus faibles de tous les pays du G-7. Nos charges sociales figurent aussi parmi les plus faibles des pays de l'OCDE. Cela signifie que nous nous trouvons déjà dans une très bonne position du point de vue de la concurrence, et qu'il est intéressant d'investir chez nous.

En outre, en réduisant maintenant les cotisations d'assurance-chômage, on risquerait d'avoir du mal à offrir de meilleurs services de développement de l'emploi, ce qui compromettrait la concrétisation de l'engagement ferme du gouvernement fédéral envers l'amélioration de l'employabilité. Comme on le signale dans le document technique sur l'assurance-chômage, des études auraient montré que ce sont les travailleurs qui, à long terme, finissent par assumer la majeure partie du coût des augmentations des charges sociales et que ce ne sont donc pas les entreprises qui paient la facture. Enfin, les renseignements empiriques dont on dispose indiqueraient que les réductions des cotisations ne stimulent pas beaucoup la création d'emplois. À en juger par des données récentes, les retombées, bien faibles, des réductions des charges sociales résultent sans doute tout autant de l'accroissement du pouvoir d'achat des travailleurs qui acquittent de moindres cotisations que de la création de nouveaux emplois par les employeurs en réponse à la baisse de leurs coûts. Comme nous l'avons dit précédemment, l'équité résultant de la redistribution dans l'économie est importante pour l'augmentation de la productivité et pour notre sens social. Nous savons bien que de nombreuses organisations d'entreprises souhaiteraient naturellement que l'on baisse les charges sociales d'ici peu. Nous craignons cependant qu'il ne soit malavisé de nous engager dans une

sont des habitudes de l'assurance-chômage année après année. Ce sont ces objectifs qui ont amené le Comité à opter pour une version d'une autre solution présentée dans le document de travail.

Le Comité pense qu'en abaissant le niveau général des prestations d'assurance-chômage, on pourrait réaliser ces deux objectifs fondamentaux par une réaffectation des fonds. Il serait ainsi possible d'étaler les prestations durant la période où les travailleurs saisonniers en ont besoin, ce qui leur éviterait de recourir à l'aide sociale durant les mois qui précèdent la saison active.

Comme nous l'avons dit précédemment, il faut améliorer et augmenter l'aspect de l'assurance-chômage qui concerne les services de développement de l'emploi. L'autre partie des fonds économisés par la réduction des prestations devrait servir à améliorer les services de développement de l'emploi. Parce qu'ils toucheraient des prestations plus longtemps, les travailleurs saisonniers seraient plus en mesure de suivre des cours intensifs. Cette proposition représente un choix décisif mais équilibré, qui reflète la nécessité d'assurer un soutien financier de base, d'améliorer la capacité des gens de trouver du travail, et d'éviter des ponctions subites et importantes de capitaux dans les régions les moins favorisées.

Parce que nous préconisons un régime inclusif, nous pensons qu'il faut bientôt que l'assurance-chômage s'applique aux travailleurs à temps partiel et aux contractuels. Tous les travailleurs ont besoin de l'assurance qu'ils seront couverts s'ils perdent leur emploi. Ces travailleurs devraient cotiser au régime et toucher des prestations en proportion de leurs gains, au même titre que les travailleurs actuellement couverts. Dans le même ordre d'idées, nous encourageons le gouvernement à examiner la possibilité d'offrir l'assurance-chômage aux travailleurs autonomes, une fois que les dispositions nécessaires auront été arrêtées.

Il faut aussi supprimer les barrières dans le système actuel qui empêchent le chômeur d'accepter du travail quand il s'en présente. En ce moment, le travailleur compte ses dernières semaines de travail pour établir le niveau de ses prestations. Il est pénalisé s'il accepte du travail pour quelques jours seulement ou encore un emploi où les journées sont plus courtes en fin de saison. Il s'ensuit que les employeurs ont du mal à trouver des travailleurs à certaines périodes de l'année. Si le travailleur pouvait compter ses meilleures semaines de travail pour fixer le montant de ses prestations, cet obstacle inhérent au régime serait éliminé. Le travailleur pourrait alors choisir ses meilleures semaines parmi cette période plus longue. Étant donné que nous recommandons d'étendre la couverture aux travailleurs non conventionnels, le gouvernement pourrait aussi permettre le cumul de jours ou d'heures dans le total des semaines travaillées.

Le Comité a donc fait des recommandations en ce sens pour la réforme de l'assurance-chômage. À notre avis, le train de mesures recommandées corrige les aspects négatifs du système sur la recherche de travail, il offre une protection supérieure aux travailleurs saisonniers, et il accorde plus de temps aux travailleurs pour actualiser leurs compétences.

En ce qui a trait aux impôts, tout en rappelant qu'il n'existe pas de remède universel ou miracle à nos maux, le Comité a néanmoins recommandé que le gouvernement s'y prenne autrement pour évaluer l'équité et l'efficacité des dépenses fiscales. Nos propositions à cet égard pourraient faire beaucoup pour améliorer la responsabilité et l'équité dans le domaine des dépenses fiscales, de même que la coordination des dépenses sociales directes et indirectes.

Assurance-chômage

Peu de sujets auront suscité autant de passions et d'inquiétude parmi les témoins que la réforme de l'assurance-chômage. Après avoir écouté les idées, les espoirs et les craintes qui entouraient la réforme de l'assurance-chômage, le Comité propose des orientations qui, nous le pensons, devraient corriger les principaux problèmes soulevés. Nous présentons un train de mesures équilibrées pour la réforme de l'assurance-chômage, qui s'appuient sur les priorités suivantes : fournir un soutien financier de base au moyen d'un programme qui s'applique au plus grand nombre de citoyens; améliorer les chances des travailleurs de trouver du travail; mettre au premier plan la responsabilité mutuelle. Nous pensons, par cette série de recommandations, affirmer les valeurs de la cohésion sociale et de la solidarité entendues tout au long des audiences, sans perdre de vue la situation financière difficile dans laquelle se trouve le gouvernement.

Fidèles au thème d'une meilleure sécurité, nous pensons que le rôle premier de soutien du revenu au plus grand nombre doit être maintenu. L'assurance-chômage doit demeurer un programme inclusif, s'appuyant sur la « mise en commun des risques », au lieu d'être un programme qui exclut les gens ou les cloisonne. Pour cette raison, nous ne sommes pas en faveur des deux niveaux proposés dans le document de travail. Nous pensons comme bien des témoins qu'un régime à deux niveaux risque de punir indûment les travailleurs saisonniers et de les stigmatiser. Nous ne sommes pas en faveur non plus d'une réduction de la période de prestations. Ces options risquent d'insécuriser les gens au lieu de les sécuriser.

Le Comité pense qu'il est impératif que les travailleurs saisonniers touchent un revenu de base qui leur permette de subvenir à leurs besoins toute l'année. En revanche, il faut améliorer l'employabilité des gens qui

mêmes. Le Comité estime que cette situation nuit à la souplesse, crée des complications administratives et compromet le succès du concept de «guichet unique».

Le RAPC peut être particulièrement désavantagé pour les personnes ayant un handicap, compte tenu du coût et de la diversité de l'aide et des services personnels dont ces Canadiens peuvent avoir besoin pour travailler et vivre pleinement dans la société. Pour supprimer ces obstacles, il faut fournir à ces personnes les mécanismes de soutien et les services appropriés. Les personnes handicapées ont été convaincantes dans leurs arguments pour que l'on établisse une réelle distinction entre l'admissibilité aux mécanismes de soutien et aux services personnels et l'admissibilité au soutien du revenu. Les personnes handicapées qui veulent travailler ou suivre des cours ne devraient pas être obligées de se déclarer incapables au travail et de demander un soutien au revenu afin d'avoir accès au soutien et aux services nécessaires.

RECOMMANDATIONS

- Le Comité recommande que le gouvernement fédéral élabore des mesures qui favorisent l'autonomie des personnes ayant un handicap, y compris les Centres d'information sur la vie autonome, établis dans les différentes régions du Canada. Ces centres aident les personnes handicapées à participer activement à la société canadienne.
- Le Comité recommande que les gouvernements fédéral, provinciaux et territoriaux harmonisent les définitions et les critères d'admissibilité de leurs programmes destinés aux personnes handicapées, en consultation avec ces dernières. Dans la mesure du possible, les définitions et les critères des régimes d'assurance privés devraient également être harmonisés.

AMÉLIORER LA SÉCURITÉ ET L'ÉQUITÉ

En proposant le troisième volet de la réforme, le Comité répond à certains messages précis entendus tout au long de ses déplacements. Les gens sont prêts à s'ajuster aux nouvelles réalités économiques ainsi qu'aux réformes sociales qui amélioreront leur capacité de trouver et de garder un emploi. Les témoins reconnaissent que le régime d'assurance-chômage agit souvent comme un frein à la recherche d'un emploi et que des correctifs s'imposent. Ils tiennent cependant à ce que le gouvernement procède à son travail de reconstruction tout en assurant aux chômeurs un revenu décent. Les gens ont aussi réclamé qu'on engage un processus pour parvenir à un système plus équitable en général, surtout sur le plan fiscal; ce processus devrait s'inscrire dans la réforme de la sécurité sociale.

recommande qu'on formule des propositions concrètes en vue de mettre en oeuvre un programme de remboursement de prêts en fonction du revenu, en collaboration avec tous les intervenants, y compris les provinces, les collèges et les universités et, surtout, les étudiants.

● Le Comité recommande que le transfert des sommes consacrées à l'enseignement postsecondaire au profit du programme de remboursement de prêts en fonction du revenu s'opère progressivement pour donner le temps de s'adapter aux établissements d'enseignement postsecondaire.

● Le Comité recommande aussi que, dans le cadre d'un programme élargi d'aide aux étudiants, on assure l'accès des Canadiens à l'apprentissage, en mettant en oeuvre des mesures comme des subventions aux étudiants ayant un très faible revenu, la bonification d'intérêts pour éviter l'endettement excessif, l'accès universel aux prêts à remboursement en fonction du revenu et des mesures fiscales d'aide aux apprenants.

● Le Comité recommande également que le gouvernement fédéral, autant dans l'examen de l'aide à l'enseignement postsecondaire, dans le cadre de la réforme des programmes sociaux, que dans l'examen des sciences et de la technologie, envisage des mesures pour continuer d'aider la recherche universitaire.

● Le Comité appuie les universités, les professeurs et les groupes étudiants qui ont demandé la tenue d'une conférence nationale sur l'enseignement postsecondaire.

Mécanismes de soutien à l'intention des personnes handicapées

La réforme de la sécurité sociale a entre autres pour objectif d'assurer la réalisation de tout le potentiel humain et de donner aux gens les outils et les ressources dont ils ont besoin pour rester ou devenir autonomes. Les personnes handicapées ont toujours eu de la difficulté à accéder à l'aide et aux services dont elles ont besoin pour travailler, mener une vie autonome et contribuer à la société.

Il existe toute une série de programmes et de politiques procurant aux personnes handicapées revenu, aide et soutien, mais leurs critères d'admissibilité et leur définition de la «personne handicapée» ne sont pas les

veulent de retourner aux études plus tard dans leur vie et de faire de l'acquisition continue du savoir une réalité. Le Comité comprend les préoccupations des témoins qui mettent en garde contre un transfert trop soudain de fonds fédéraux au programme de remboursement de prêts en fonction du revenu. Le Comité croit que le gouvernement aurait tout avantage à adopter une démarche progressive consistant à diminuer graduellement les transferts pour les remplacer par un programme amélioré d'aide aux étudiants.

Le Comité convient aussi avec les témoins de l'importance d'améliorer l'accès aux établissements d'enseignement supérieur. En recommandant que l'on s'engage dans cette voie, le Comité presse le gouvernement d'envisager sérieusement l'opportunité de prendre des mesures pour garantir un accès continu aux études postsecondaires, en particulier pour les étudiants à faible revenu. Les détails du programme de remboursement de prêts en fonction du revenu prendront une importance cruciale à cet égard; le Comité encourage fortement le gouvernement fédéral à consulter toutes les parties concernées au sujet des caractéristiques du programme.

Les groupes d'étudiants, les associations d'enseignants et les universités réclament l'organisation d'une conférence nationale sur l'enseignement postsecondaire. L'éducation étant clairement du ressort des provinces, ce sont elles qui devront prendre l'initiative en la matière; le rôle du gouvernement fédéral se borne forcément à soutenir une telle initiative. Le Comité encourage néanmoins les personnes et groupes concernés et les provinces à donner suite à ce projet qui nous apparaît prometteur. Les témoins entendus ont soumis de nombreuses suggestions innovatrices sur la façon d'offrir l'enseignement postsecondaire d'une façon plus efficace et pertinente et d'une manière plus transparente.

Durant cette conférence, ont dit les témoins, les participants pourraient débattre du contenu des programmes de cours, évaluer s'il correspond aux besoins d'aujourd'hui, et discuter de ses relations avec les technologies et la formation. Comme l'a demandé pertinemment un étudiant, encourageons-nous nos penseurs à être des travailleurs? encourageons-nous nos travailleurs à être des penseurs critiques et innovateurs? Comment répondre aux besoins des petits établissements en matière de recherche? On a également proposé l'idée d'un corps national de service composé d'étudiants de même que l'amélioration du contrôle des dépenses aux termes des ententes fédérales-provinciales. Ces questions et d'autres encore pourraient être abordées à une telle conférence.

Le Comité formule par conséquent les recommandations suivantes :

● Le Comité approuve le principe du remboursement en fonction du revenu pour améliorer l'aide aux étudiants. II

tout de même doublé au cours de cette période. En fait, la plupart des provinces, à l'exception notable du Québec, préfèrent dépenser dans d'autres secteurs les crédits qu'elles reçoivent globalement du gouvernement fédéral au titre de l'éducation, au lieu de verser 50 cents pour chaque dollar reçu. Le gouvernement fédéral n'a pas son mot à dire dans la façon dont les provinces dépensent les transferts au titre de l'enseignement postsecondaire, étant donné qu'il n'y a pas d'équivalent de la *Loi canadienne sur la santé* dans ce domaine. Lorsque les provinces voudront limiter l'augmentation des droits de scolarité, elles devront remanier leurs priorités et aider leurs universités et leurs collèges à réaliser des économies grâce à la technologie et à de meilleures méthodes de gestion. Le gouvernement fédéral n'a pas à régler ces questions.

Le gouvernement fédéral doit certainement reconnaître combien la qualité de l'infrastructure importe à la bonne utilisation de ses subventions directes à la recherche. Pour être efficaces, les engagements en faveur de la recherche avancée comme le milliard de dollars promis dans le Livre rouge exigent une infrastructure adéquate. Mais, comme dans le cas des droits de scolarité, le gouvernement fédéral n'est pas en mesure de déterminer comment sont dépensés les transferts au titre de l'enseignement postsecondaire. Il verse ces crédits sans imposer de conditions quant aux sommes à consacrer, par exemple, à l'infrastructure de recherche. C'est pourquoi certaines provinces peuvent consacrer les crédits qu'elles reçoivent au titre de l'enseignement postsecondaire aux routes plutôt qu'aux livres. Le Comité voit donc mal comment on peut soutenir que le gouvernement fédéral cesse de verser des crédits affectés à un objet précis comme l'infrastructure de recherche. Néanmoins, le Comité engage le gouvernement à examiner les moyens de favoriser la bonne utilisation de ses contributions directes à la recherche universitaire étant donné les pressions financières que les universités et les collèges pourraient fort bien subir dans les années qui viennent. Le gouvernement doit également tenir compte de l'impact sur la viabilité des petites universités et des universités régionales qu'aura le transfert de fonds dans le programme de remboursement des prêts en fonction du revenu.

L'idée générale qui se dégage des options du gouvernement fédéral concernant les transferts au titre de l'enseignement postsecondaire, c'est que la proposition relative au remboursement des prêts aux étudiants en fonction du revenu permettra de sauvegarder une portion du transfert pécuniaire, qui aurait été éliminée progressivement en vertu des arrangements existants. Pour cette raison et parce qu'il est plus juste de faire dépendre le remboursement des prêts du revenu que gagnent les étudiants après leur diplôme, le Comité est d'accord avec la proposition du document de travail concernant le remboursement des prêts en fonction du revenu. Grâce à un programme élargi de prêts aux étudiants, il sera plus facile pour ceux qui le

investit déjà plus de son PIB que tout autre pays industrialisé dans l'enseignement postsecondaire. Il faut donc chercher comment mieux utiliser les ressources dont nous disposons. Le Comité reconnaît que le gouvernement fédéral songe à réformer ses programmes de soutien à l'enseignement postsecondaire au moment où notre système et nos établissements d'enseignement postsecondaire subissent déjà des pressions sans cesse croissantes, sur le plan financier et autres. Il faudra envisager des moyens de s'adapter et d'optimiser le peu de ressources que nous avons pour répondre aux besoins en évolution d'un nombre croissant de Canadiens.

Dans le document *La sécurité sociale dans le Canada de demain*, le gouvernement fédéral propose deux nouvelles façons d'aider financièrement les provinces. La première maintient la situation actuelle, selon laquelle les transferts fiscaux du gouvernement fédéral aux provinces continuent d'augmenter, mais les transferts en espèces diminuent progressivement pour disparaître d'ici quelques années. La deuxième privilégie aussi l'augmentation des transferts aux provinces, mais remplacerait les transferts en espèces décroissants par un système amélioré de prêts et bourses aux étudiants. Le remboursement de ces prêts serait «relatif au revenu», c'est-à-dire qu'il dépendrait de la capacité de rembourser de chacun.

D'après les témoignages entendus par le Comité et les opinions recueillies ailleurs par les députés et le gouvernement, on semble en faveur du concept des prêts à remboursement relatif au revenu, le considérant comme un moyen juste et raisonnable d'aider les étudiants à payer les coûts de leurs études. On a exprimé des préoccupations au sujet des mesures spéciales nécessaires pour veiller à ce que les étudiants provenant de familles aux moyens modestes ne se retrouvent trop lourdement endettés à la fin de leurs études. Beaucoup d'organismes s'inquiètent au sujet de l'incidence éventuelle sur les droits de scolarité de la proposition visant à éliminer progressivement les transferts en espèces du gouvernement fédéral. On s'est également interrogé sur l'impact des propositions fédérales sur l'infrastructure de la recherche universitaire. Un certain nombre d'intervenants comme l'Association des universités et des collèges du Canada (AUC) et l'Association des collèges communautaires du Canada (ACCC) ont formulé des propositions qui auraient pour effet de modifier ou d'ajuster à certains de ces égards les propositions fédérales.

Avant de détailler nos recommandations, nous tenons à répéter que, même si l'élimination graduelle des transferts au titre de l'enseignement postsecondaire aura sans doute un impact sur les droits de scolarité, ce n'est pas le gouvernement fédéral qui établit la politique en matière de droits de scolarité. Il est à noter aussi que, bien que le gouvernement fédéral ait maintenu ses transferts aux provinces au titre de l'enseignement postsecondaire au cours des huit dernières années, les droits de scolarité ont

de l'enseignement universitaire et collégial des Canadiens. De plus, en collaboration avec les provinces, il offre une aide financière importante aux étudiants dans le besoin pour que les Canadiens, peu importe où ils vivent au pays, aient la possibilité de faire des études postsecondaires. En outre, il favorise énormément la recherche universitaire, surtout par l'entremise des conseils fédéraux octroyant des subventions de recherche.

Le Comité reconnaît pleinement, bien entendu, que l'éducation, y compris l'enseignement postsecondaire, relève des provinces. Dans le débat sur l'avenir des contributions fédérales à l'enseignement postsecondaire, il est essentiel de souligner le pouvoir des provinces sur les politiques régissant les collèges et les universités, y compris la fixation des droits de scolarité. Étant donné le caractère global des transferts aux provinces au titre de l'enseignement postsecondaire, le gouvernement fédéral n'exerce pas d'influence directe sur la façon dont les établissements d'enseignement supérieur mènent leurs affaires. En revanche, il voudra naturellement verser ses contributions à l'enseignement postsecondaire suivant des modalités propres à rehausser la santé et la viabilité des collèges et des universités sans interférer avec les responsabilités provinciales.

L'assistance fédérale témoigne de l'importance que revêtent l'enseignement supérieur et le perfectionnement pour la santé et le développement économique et social d'ensemble du Canada. L'instruction est, bien entendu, quelque chose de valable en soi, mais une population informée, instruite et réfléchie est essentielle à la vitalité de notre système démocratique et à une vie culturelle florissante. De façon plus pratique, la prospérité économique du Canada peut être attribuée dans une large mesure à l'accès relativement général de ses citoyens à l'enseignement postsecondaire. Bon nombre des groupes et des organismes qui ont témoigné devant le Comité l'ont d'ailleurs fait remarquer en soulignant combien il importe d'avoir accès à l'éducation et à la formation pour trouver des emplois durables et bien payés et pour contribuer à la croissance de notre économie.

Le Canada est reconnu pour la qualité et l'accessibilité de son système d'enseignement postsecondaire qui est un des meilleurs au monde. Il est important pour notre pays de préserver et de maintenir notre système d'enseignement postsecondaire en dépit des difficultés qu'il connaît à l'approche du XXI^e siècle. Hausse rapide des coûts, augmentation des inscriptions ainsi que nécessité de s'adapter à l'évolution sociale et économique et de répondre à toutes sortes de besoins et de priorités : ce ne sont là que quelques-uns des problèmes que les établissements d'enseignement et les gouvernements auront à résoudre.

Compte tenu de leur situation financière, aucun gouvernement ne peut financer davantage l'enseignement supérieur au Canada. En fait, le Canada

Alphabétisme

Dans de nombreuses régions du pays, les taux d'analphabétisme sont inacceptables. Savoir lire et écrire est essentiel pour participer avec assurance à la vie de notre société de l'information. Des initiatives visant à aider les jeunes à effectuer la transition entre le milieu scolaire et le milieu de travail devraient être élaborées pour tenter de remédier au problème de l'analphabétisme. Il est difficile pour les analphabètes d'effectuer un changement de carrière. Il leur est essentiel d'apprendre à lire et à écrire pour pouvoir orienter leur vie et profiter des possibilités de formation et d'acquisition de connaissances. Lors de discussions avec le Groupe d'étude chargé du travail saisonnier et de l'assurance-chômage, nous avons entendu des travailleurs, souvent sceptiques face à la gamme de programmes de formation offerts par le gouvernement, manifester le désir d'augmenter leurs capacités de lecture et d'écriture. Pour améliorer le système de formation, les gouvernements doivent veiller tout particulièrement à bonifier les programmes d'alphabétisation et à les coordonner avec les programmes de formation. Comme l'enseignement postsecondaire relève des provinces, il importe que la population canadienne encourage les gouvernements provinciaux à accorder la priorité à l'amélioration des compétences en matière de lecture, d'écriture et de calcul.

- Le Comité recommande que le gouvernement fédéral continue de reconnaître le droit à l'alphabétisation, en fonction de principes tels l'accessibilité aux programmes, les services axés sur la clientèle, la transférabilité des connaissances entre les programmes de divers niveaux et les normes de qualité s'appliquant au savoir en général.

Enseignement postsecondaire

Les options relatives à la réforme du soutien fédéral à l'enseignement postsecondaire suscitent de vives inquiétudes dans la collectivité des collèges et des universités. On a soulevé des questions concernant l'impact des propositions sur les droits de scolarité, la recherche, l'accès des groupes désavantagés aux études supérieures ainsi que sur les petites universités et les petits collèges des différentes régions du Canada. Le Comité croit que bon nombre des questions soulevées sont valables et encourage le gouvernement fédéral à en tenir compte dans sa planification.

L'éducation est un investissement et non une dépense pour un pays. Si vous trouvez que l'éducation coûte cher, essayez l'ignorance. (Fédération étudiante collégiale du Québec)

Depuis des années, le gouvernement fédéral, par des transferts en espèces et des transferts fiscaux, aide financièrement les provinces à payer les coûts

crée un «bureau de placement électronique», lequel constituerait une bourse du travail facile d'accès pour le Canada.

- Le Comité recommande que les besoins d'accès et d'aménagement particuliers des femmes, des autochtones, des personnes handicapées et des membres de groupes ethnoculturels ou de minorités visibles soient pris en considération dans la conception et la prestation des services de développement de l'emploi.

Encadré 10 : Initiatives de formation modèles

• L'initiative à guichet unique de l'Alberta vise à aider les jeunes qui ont besoin d'un emploi ou de counselling.	principalement à aider les assistés sociaux des communautés dénuées, métisses et inuit dans les Territoires du Nord-Ouest.	• ObjectifEmploi Ontario vise à donner aux assistés sociaux accès	à divers services d'aide à la formation.	Compagnie de travailleurs N. est un projet pilote du Nouveau-Brunswick, qui vise à favoriser le passage d'un soutien du revenu passif à un soutien revenu actif.
• Investir dans le capital humain est un projet de développement d'emploi conçu dans le cadre des initiatives stratégiques. Il vise				

Par suite des consultations et après mûre réflexion toutefois, le Comité ne peut préconiser la participation obligatoire des clients à la formation comme condition du soutien du revenu. En effet, le message reçu par le Comité un peu partout est catégorique : les gens sont prêts à suivre une formation vraiment utile compte tenu de leur situation, de leurs ambitions et de leurs compétences et du marché du travail local. La plupart des programmes de formation comptent déjà un surplus d'inscriptions, comme l'ont souligné de nombreux témoins.

Des pressions, tant d'ordre international que national, continuent de s'exercer sur l'économie canadienne, et nous devons faire en sorte que les Canadiens aient les compétences nécessaires pour profiter des avantages liées aux nouvelles perspectives économiques. Il est essentiel que les prestataires d'aide sociale et d'assurance-chômage ainsi que les jeunes qui ont de la difficulté à effectuer la transition entre le milieu scolaire et l'emploi aient plus facilement accès aux débouchés et à la formation nécessaire. Nous devons également nous occuper des travailleurs âgés que l'on déloge de leur poste et qui risquent d'être au chômage pendant de longues périodes. Enfin, il convient de revoir la formation en tenant compte des effets possibles des changements proposés sur les autochtones, les personnes handicapées, les membres de minorités visibles et les femmes.

générerait par ailleurs des renseignements détaillés sur l'offre et la demande sur le marché du travail, que pourraient utilement exploiter les personnes, les entreprises, les établissements et les pouvoirs publics pour les fins de la formation et de la mise en valeur des ressources humaines. Avec un bureau de placement électronique, l'information pourrait être saisie et obtenue de façon instantanée, être continuellement mise à jour et être largement accessible.

Pour régler le problème des dédoublements de services et clarifier les rôles et les responsabilités du gouvernement fédéral, des provinces et du secteur privé, le Comité présente les recommandations suivantes concernant la formation :

- Le Comité recommande que le secteur privé, les groupes de bénévolat et la main-d'oeuvre jouent un plus grand rôle dans la conception et la prestation de la formation. Il faut qu'il y ait plus de formation en milieu de travail au Canada, et les groupes intéressés dans la collectivité sont très bien placés pour cerner les besoins en matière de formation et les stratégies nécessaires.

- Le Comité encourage le gouvernement fédéral à confier aux provinces une plus grande responsabilité en matière de conception et de prestation de services de formation.

- Le Comité appuie aussi l'établissement d'un réseau de guichets uniques pour répondre à toutes les demandes de la population canadienne, qu'elles relèvent de programmes fédéraux ou provinciaux.

- Le Comité recommande que le gouvernement fédéral continue de travailler avec les provinces et les territoires et les conseils sectoriels afin d'assurer que les compétences acquises sont transférables et reconnues à l'échelle nationale.

- Le Comité recommande qu'en collaboration avec ses partenaires du secteur privé, les syndicats, les provinces et les territoires, le gouvernement fédéral institue et entretienne des réseaux d'information sur le marché du travail en vue d'aider les Canadiens à trouver de l'emploi, pour ce qui est du court terme, et à prendre les décisions susceptibles d'améliorer leur employabilité, pour ce qui est du long terme.

- Le Comité recommande que le gouvernement fédéral, en collaboration avec ses partenaires du marché du travail,

Il importe que l'on dispose de données sur l'état courant du marché du travail et que l'on améliore la qualité des projections. On pourrait par exemple élaborer et tenir à jour des bases de données sur les postes vacants, les professions et les compétences en demande, ainsi que sur les travailleurs à la recherche d'un emploi, en indiquant leurs compétences et leurs besoins. Des données complètes sur l'évolution future du marché du travail et sur les investissements en cours doivent être réunies et mises à la portée des particuliers, des entreprises et des institutions de tous les niveaux.

Il serait tout naturel que le gouvernement fédéral se charge de veiller à ce que l'on produise des données de qualité sur le marché du travail. Ce serait compatible avec son mandat consistant à assurer la prospérité économique, à préserver le marché du travail et à développer une main-d'œuvre qualifiée, souple et mobile. Pour que l'information soit accessible et utile, il faut que les données et la diffusion de l'information reflètent les conditions locales.

Dans son rapport intitulé *Assembler les pièces du casse-tête : pour un système cohérent de transition vers l'emploi au Canada*, de même que dans le mémoire qu'elle a soumis au Comité, la Commission canadienne de mise en valeur de la main-d'œuvre (CCMVM), laquelle réunit des représentants du patronat, des syndicats, des groupes désignés pour les fins de l'équité en matière d'emploi et des établissements de formation et d'enseignement, réclame vivement qu'on améliore l'offre de renseignements sur le marché du travail, qu'elle considère comme un élément vital du système.

La CCMVM a également fait valoir la nécessité de rapprocher l'information sur les compétences en demande et les renseignements sur l'offre de compétences. On en parle dans le document de travail, où l'on mentionne aussi la recommandation de la CCMVM qui préconise l'utilisation des techniques nouvelles pour mettre en place un tel circuit permanent d'information, le «bureau de placement électronique».

Dans les secteurs d'activité en plein essor où la demande est élevée, on a besoin de données nationales. Le bureau de placement électronique permettrait aux employeurs et aux personnes à la recherche d'un emploi d'inscrire dans un système informatisé les renseignements pertinents concernant leurs besoins et ce qu'ils ont à offrir et d'obtenir une liste d'emplois ou de candidats potentiels. Ce bureau de placement électronique serait accessible depuis les Centres d'emploi du Canada, ou un bureau provincial ou municipal, un centre communautaire, des centres commerciaux voire le domicile ou l'entreprise.

Pour ce qui est des personnes à la recherche d'un emploi, il est vital pour elles d'être au courant des postes à pourvoir où que ce soit au Canada. Un retour rapide au travail des travailleurs au chômage présente des avantages importants sur les plans personnel, social et financier. Un tel système

feront défaut dans leur domaine et permettre ainsi aux gens d'acquérir les compétences voulues pour des emplois qui existent vraiment. Ils sont aussi en train d'établir des normes de formation avec attestation pour leurs secteurs. En même temps, les offices d'aide à l'adaptation des travailleurs, composés de représentants de la main-d'œuvre, de l'entreprise et de groupes communautaires jouent un rôle de plus en plus important dans l'administration de la formation. Pour améliorer le système de formation au Canada, le gouvernement fédéral doit encourager le partage de compétences et de connaissances entre les offices d'aide à l'adaptation et les conseils sectoriels.

Le Comité reconnaît la nécessité d'améliorer et de rationaliser les services de formation et les autres mesures d'aide à l'emploi. La réforme des services de développement de l'emploi devrait être conforme aux principes guidant la réforme de la sécurité sociale, devrait s'appuyer sur ce qui fonctionne, resserrer les partenariats avec les autres niveaux de gouvernement et amplifier le rôle du secteur privé et d'autres intervenants dans la collectivité. Le Comité estime nécessaire d'accroître l'accès aux services de développement de l'emploi afin qu'un plus grand nombre de clients puissent recourir à ces programmes et services.

Réseaux d'information sur le marché du travail

Par information sur le marché du travail, on entend l'information et les projections sur les postes vacants courants et futurs, sur les compétences qu'exigent emplois et professions, sur les professions en demande dans les divers secteurs d'activité, sur la rémunération, les conditions de travail et d'autres facteurs par profession et par secteur d'activité et sur l'offre de travailleurs selon leur niveau de compétence.

Qui se sert de l'information sur le marché du travail? Les travailleurs, les étudiants, les chômeurs, les employeurs, les établissements d'enseignement et les établissements de formation, les pouvoirs publics et les organismes de services. Cette information est importante non seulement pour les personnes à la recherche d'un emploi et pour les entreprises soucieuses d'investir à bon escient, mais elle revêt aussi une importance critique sur le plan de la formation des personnes, des décisions prises en matière d'études et d'orientation de carrière, des décisions relatives aux cours dispensés et à leur contenu, et des décisions qui façonnent la politique publique concernant le marché du travail et les questions économiques et sociales.

Actuellement au Canada, l'information sur les conditions courantes sur le marché du travail est fragmentaire et incomplète, souvent périmée et difficile à se procurer. Quant aux projections, elles sont partielles, elles ne sont pas toujours pertinentes, ni aussi à jour et bien diffusées qu'elles le devraient.

possibilités locales. Comme on le souligne dans le document de travail, l'aide doit être « . . . soigneusement adaptée aux besoins de la personne visée et [. . .] liée à de vraies perspectives d'emploi [. . .] Le système actuel fonctionne un peu trop au petit bonheur. L'efficacité des programmes peut être considérablement améliorée et le Comité estime que l'un des meilleurs moyens est de passer par les divers groupes intéressés dans les collectivités.

Le Comité est en faveur d'une formation dictée par la clientèle et pense que les collectivités s'intéressent beaucoup à la définition des priorités locales et à la prestation de programmes de formation. Par conséquent, il préconise le resserré des liens entre les groupes intéressés dans la collectivité et l'amplification du rôle de ces derniers en matière de détermination des besoins locaux de formation et des stratégies nécessaires pour les combler. Les collectivités sont bien placées pour cerner les meilleures façons d'utiliser les fonds limités destinés à la formation ainsi que pour réaliser des programmes au nom des gouvernements. Nous devons apprendre comment encourager le secteur privé, ainsi que les groupes de bénévoles et la main-d'œuvre à participer à la formation. Il faut donner plus de formation *avant* que les travailleurs ne soient sur le point de perdre leur emploi. La formation en milieu de travail, du genre de celle qui est offerte directement dans la fabrique ou l'usine, semble être la meilleure formule pour assurer l'actualisation des compétences et le maintien d'un emploi.

Le Comité préconise le resserré des partenariats avec les provinces, les employeurs, les syndicats, les collectivités et les organisations sectorielles. Ce resserré devrait entraîner de meilleures possibilités de formation pour les travailleurs au Canada. Pour la conception d'un système de formation plus efficace, le Comité favorise le recours continu à des projets pilotes afin de trouver et d'utiliser des méthodes qui permettent aux Canadiens de trouver et de garder un emploi stable et mieux rémunéré (encadré 10).

Le Comité estime que la conception et la prestation des services de formation doivent relever davantage des provinces et du secteur privé. Le gouvernement fédéral a un rôle essentiel à jouer, soit de veiller à ce que les compétences acquises soient reconnues à l'échelle nationale et soient transférables. Le gouvernement a déjà montré la voie dans ce domaine avec l'*Accord de 1994 sur le commerce intérieur* qui prévoit la reconnaissance réciproque de normes professionnelles. En outre, il incombe au gouvernement fédéral de veiller à ce que des renseignements sûrs concernant le marché du travail soient disponibles.

Le gouvernement fédéral doit continuer de chercher à élargir le réseau des conseils sectoriels. Cet élargissement favorisera une plus grande participation du secteur privé et l'élaboration de normes de formation. Les conseils sectoriels sont très bien placés pour cerner quelles compétences

soient reconnues et transférables partout au Canada. Enfin, il doit s'assurer que les demandeurs d'emploi et les employeurs disposent de renseignements sûrs concernant le marché du travail.

Les deux niveaux de gouvernement s'intéressent au secteur du marché du travail depuis un certain nombre d'années. L'intervention du gouvernement fédéral touche principalement le développement d'une main-d'œuvre compétente et mobile capable de contribuer à la croissance économique et découle, plus précisément, de sa responsabilité constitutionnelle en matière d'assurance-chômage. La participation des gouvernements provinciaux s'est accrue au fil des ans en raison des responsabilités constitutionnelles particulières qui leur incombent, surtout en ce qui concerne les programmes visant les prestataires d'aide sociale, les jeunes et la formation en milieu de travail. La situation a créé, dans certaines provinces du moins, un chevauchement apparent des programmes et des mécanismes de prestation qui semble, pour les clients, inefficace et déroutant.

En juin 1994, le gouvernement fédéral a invité chaque province et territoire à conclure des accords provisoires de mise en valeur de la main-d'œuvre permettant à la fois une répartition plus nette des responsabilités et de meilleurs services au public. Le gouvernement a proposé que les provinces et les territoires effectuent la planification stratégique relative à divers services fédéraux de développement de l'emploi, administrer les achats de formation en établissement, conçoivent et mettent en oeuvre des guichets uniques et administrent divers autres programmes fédéraux. Le document de travail fait également état d'une plus grande ouverture d'esprit pour ce qui est de la régie à l'avenir des questions touchant le marché du travail.

Étant donné que la formation est assurée tant par le gouvernement fédéral que par les provinces, il semble utile de poursuivre la rationalisation à la fois des services et de leurs modes de prestation. Les deux niveaux de gouvernement font face aux mêmes réalités financières et ont intérêt à employer le plus judicieusement possible les maigres ressources. Conscient des divers besoins de formation de la population canadienne, le Comité appuie l'idée d'accorder aux provinces une plus grande responsabilité en matière de conception et de prestation de la formation. Le Comité applaudit aussi à la suggestion que le gouvernement fédéral offre aux provinces qu'elles prennent les devants pour ce qui est de l'établissement d'un réseau de guichets uniques destinés à servir la population canadienne, que les demandes d'aide soient présentées en vertu de programmes fédéraux ou provinciaux.

Il faut améliorer les services de développement de l'emploi afin qu'ils aident un plus grand nombre de personnes à s'adapter aux nouveaux débouchés et qu'ils soient davantage centrés sur les besoins des clients et les

familliale et sociale. Les localités sont souvent les mieux placées pour répondre aux besoins de leurs résidents, qu'il s'agisse de garderies, d'alphabetisation ou encore d'installations et de services à l'intention des femmes et des enfants victimes de violence. Ces services essentiels exigent une source de financement fiable et souple.

Formation

La création soutenue de nouveaux emplois est la priorité absolue du gouvernement fédéral. Celui-ci, en plus d'effectuer la réforme du système de sécurité sociale du Canada, s'emploie à améliorer le climat financier, donc à devenir plus efficace et à façonner une économie plus novatrice. Le lien avec la réforme de la sécurité sociale est évident : comme énoncé dans le document de travail, la meilleure forme de sécurité sociale pour une personne apte au travail est un emploi. Cette vérité a été maintes fois rappelée au Comité quand il a sillonné le pays.

La reprise économique est réelle et a créé un nombre considérable de nouveaux emplois, soit plus de 400 000 l'année dernière, dont la grande majorité sont des postes à temps plein. Les travailleurs attirés par ces nouveaux débouchés et les employeurs qui cherchent du personnel compétent doivent jouir des appuis appropriés en matière de formation. L'important est d'offrir la meilleure formation possible, dans l'intérêt tant des personnes qui en ont besoin que des employeurs qui cherchent des travailleurs qualifiés, quelle que soit la façon dont cette formation est assurée. Mais au cours des dernières années, un certain nombre de problèmes ont entravé les efforts visant à offrir la formation voulue.

La participation des deux niveaux de gouvernement aux services de formation a entraîné des doublons et des chevauchements inutiles qu'il convient de supprimer là où c'est possible. En outre, les services de formation assurés par les gouvernements n'ont pas tenu compte des niveaux de compétence existants ou des perspectives d'emploi locales. Les gouvernements commencent également à comprendre combien il importe d'accroître la participation des collectivités, et en particulier du secteur privé, à la formation afin que celle-ci réponde mieux aux besoins individuels et communautaires. Le gouvernement fédéral s'est montré clairement prêt à établir et à renforcer des partenariats avec les autres niveaux de gouvernement et divers intervenants dans les collectivités. Le Comité est en faveur de la position de souplesse et d'ouverture d'esprit adoptée par le gouvernement fédéral en ce qui concerne la possibilité de conclure de nouvelles ententes pour la conception et la prestation de services de formation.

Le gouvernement doit faire en sorte qu'une formation efficace soit offerte partout au pays. Il doit consulter les provinces afin que les aptitudes acquises

Le Comité envisage une série de mécanismes pour aider les gens à prendre diverses décisions liées à leur emploi, à leurs études et à leur vie

Dans une perspective humaine, nous affirmons que l'économie devrait être d'abord au service des personnes plutôt que les personnes au service de l'économie. (Office diocésain des milieux (ODM), Archidiocèse de Québec)

Les programmes qui investissent dans le capital humain offrent aux gens les moyens de fréquenter des établissements d'enseignement et d'assurer leur acquisition continue du savoir. Ils leur permettent de vivre de façon autonome dans leur milieu et de concilier leurs obligations professionnelles et familiales.

INVESTIR DANS LE CAPITAL HUMAIN

- Le Comité recommande qu'une autre partie des sommes fédérales attribuées aux services de garde serve à répondre aux besoins des enfants handicapés, pour que ceux-ci puissent participer pleinement à la vie de la collectivité.
- Le Comité recommande qu'une portion du financement fédéral des services de garde soit réservée à la prestation de services de garde autochtones.
- Le Comité recommande que, sur la base du financement accru déjà promis pour les services de garde d'enfants, les prochaines discussions fédérales-provinciales-territoriales servent de fondement à l'établissement au Canada d'un système renforcé et amélioré de services de garde.
- Le Comité recommande qu'on envisage la qualité et l'intégration des programmes de garde d'enfants en même temps que les gouvernements projettent d'augmenter le nombre des places en garderie.
- Le Comité recommande que, dans le cadre des discussions avec les provinces et les territoires, le travail des gardiennes d'enfants soit convenablement évalué et que leur accès aux occasions de perfectionnement en matière de développement de la petite enfance soit amélioré.
- Le Comité recommande qu'on envisage la qualité et l'intégration des programmes de garde de grande qualité et axés sur les besoins de développement de la petite enfance.
- Le Comité recommande que le gouvernement fédéral discute avec les provinces et les territoires de l'établissement de normes compatibles avec des services de garde de grande qualité et axés sur les besoins de développement de la petite enfance.

gouvernement à consulter les provinces et les territoires sur la façon d'améliorer les services de garde d'enfants au Canada dans le cadre de discussions s'appuyant sur des principes compatibles avec des services de garde de grande qualité.

Beaucoup de parents, surtout les femmes, ont absolument besoin que des mesures soient prises concernant la garde des enfants pour que l'on puisse atteindre les objectifs exposés dans les sections du présent chapitre intitulées «Investir dans le capital humain», et «Améliorer la sécurité et l'équité».

Nous avons souligné la nécessité d'évaluer les propositions d'amélioration des programmes sociaux tout en analysant la situation des femmes. Comme ce sont surtout les femmes qui s'occupent des enfants au Canada, il est essentiel d'offrir des services de garde appropriés afin d'assurer à ces dernières les choix et la souplesse dont elles ont besoin pour participer de façon pleine et équitable à la société canadienne.

Actuellement, en raison de la nature disparate des services de garde au Canada, on ne peut être sûr que les garderies officielles et non officielles offrent des services de grande qualité conformes aux dernières connaissances dans le domaine du développement de la petite enfance.

Le document de travail confirme que le gouvernement a l'intention d'améliorer les services de garde en y consacrant 720 millions de dollars de plus sur trois ans. Une partie de cette somme, soit 360 millions de dollars, a été prévue dans le budget de 1994-1995. Nous reconnaissons, comme on nous l'a fait remarquer d'ailleurs, que les prochaines négociations fédérales-provinciales-territoriales devront mettre l'accent sur les meilleurs moyens d'utiliser ces fonds dans chaque province et territoire. L'utilisation des fonds consacrés aux services de garde dans les réserves et dans le Nord sera examinée par le gouvernement fédéral et les peuples autochtones, en collaboration.

Le Comité approuve l'engagement que le gouvernement a pris d'augmenter le financement des services de garde.

- Le Comité recommande au gouvernement fédéral de discuter avec les provinces et les territoires de l'élaboration d'une approche plus coordonnée en matière de garde d'enfants. Nous croyons que les modalités actuelles du financement fédéral, en vertu desquelles les services de garde sont financés dans le cadre du RAPC au titre des «services d'aide sociale», sont inadéquates. En outre, les crédits fédéraux au titre des services de garde sont actuellement répartis entre plusieurs programmes et ministères, ce qui complique encore le rôle du gouvernement fédéral en matière de financement.

RECOMMANDATIONS

● Le Comité recommande que le gouvernement fédéral travaille avec les provinces et les territoires pour créer une nouvelle prestation intégrée à l'intention des enfants des familles à faible revenu. Le Comité encourage aussi le gouvernement à examiner comme il se doit les divers niveaux de pauvreté chez les enfants et les travailleurs à faible revenu dans les différentes régions du pays.

● Le Comité recommande que, compte tenu de l'importance pour le développement de l'enfant des soins prénataux et de la période entre la conception et l'âge de trois ans, le gouvernement offre la prestation fiscale pour enfants aux mères sur l'attestation de la grossesse par un médecin compétent.

Mesures concernant le développement de l'enfant

Nous encourageons le gouvernement fédéral à chercher avec les provinces et les territoires des moyens de mieux coordonner les programmes fédéraux à l'appui du développement de l'enfant et les services des provinces et des territoires en vue d'aider à réduire la pauvreté des enfants. Nous estimons possible de supprimer les chevauchements et de mieux cibler les efforts déployés pour réduire la pauvreté des enfants et promouvoir un sain développement des enfants du Canada.

Pension alimentaire

La question des pensions alimentaires est un problème auquel il faut s'attaquer au plus tôt dans notre lutte contre la pauvreté chez les enfants. Il est grand temps d'améliorer le système des pensions alimentaires, et la réforme doit comprendre des lignes directrices fermes et généreuses mais équitables, accompagnées de mesures efficaces d'exécution des ordonnances de versement de pension alimentaire. Nous demandons de joindre les témoignages que nous avons entendus à ce sujet à tous ceux que le ministre de la Justice a déjà pris en considération.

Nous croyons comprendre que le gouvernement adoptera bientôt des lignes directrices sur le montant des pensions alimentaires fixé par les juges, examinera le régime fiscal pour assurer un traitement plus équitable des pensions alimentaires et établira des mesures nationales sur l'exécution des ordonnances. Le Comité appuie ces initiatives du ministre de la Justice.

Initiatives visant les services de garde d'enfants

Le Comité approuve l'engagement que le gouvernement a pris d'augmenter le financement des services de garde. Nous encourageons le

travaillent, comme le programme APFORT au Québec et des programmes similaires appliqués au Manitoba et en Saskatchewan. Comme on l'indique dans le document de travail, ce supplément devrait être une première étape vers l'institution d'une prestation pour enfants intégrée et élargie.

De l'avis du Comité, le gouvernement fédéral devrait accorder un supplément de revenu gagné plutôt que d'augmenter de façon générale la prestation fiscale pour enfants, car cette dernière formule aurait uniquement pour effet de porter les avantages pécuniaires de l'aide sociale au-delà du salaire minimum.

- Le Comité recommande que le gouvernement fédéral mette en oeuvre la proposition du document de travail relative au supplément du revenu gagné.

Prestation fiscale pour enfants

Bien que nous accordions la priorité au supplément du revenu gagné, nous appuyons également l'adoption par la suite de la prestation fiscale pour enfants intégrée. Le document de travail examine des moyens d'améliorer la prestation fiscale pour enfants (PFE) versée par le gouvernement fédéral aux familles à faible revenu. On ciblerait d'abord la prestation actuelle, ce qui supposerait que les familles à revenu moyen ou plus élevé veraient leur prestation diminuer ou même disparaître. Le gouvernement propose deux possibilités dans le document de travail, une visant les familles assistées sociales, et l'autre, combinant la PFE et l'aide sociale destinée aux enfants, afin de créer une nouvelle prestation pour les enfants appartenant à une famille à faible revenu. Cette prestation serait versée à tous les enfants de familles à faible revenu, quelles que soient les sources du revenu familial — salaires, aide sociale ou assurance-chômage.

Le Comité trouve que cette deuxième solution qui vise à «retirer les enfants de l'aide sociale» est la plus intéressante parce qu'elle éliminerait un autre facteur dissuadant les *parents* de quitter l'aide sociale pour retourner sur le marché du travail. Les parents veulent naturellement le bien-être économique de leurs enfants. Les programmes doivent être conçus pour que les familles dont les parents travaillent connaissent une meilleure situation financière. La dignité et la confiance qu'acquerraient ceux qui travaillent et réussissent à subvenir à leurs besoins sont essentielles à la stabilité, à la sécurité et au bonheur des familles.

Avec le supplément du revenu gagné, la PFE intégrée conçue en vue de «retirer les enfants de l'aide sociale» contribuerait beaucoup à aider les gens à trouver et à garder un emploi. Cette mesure permettrait aux parents de retourner sur le marché du travail et d'obtenir plus d'aide pour faire vivre leur famille.

de nous aider les parents à réintégrer le marché du travail et à tirer profit de ces nouvelles perspectives, dans leur intérêt et pour le bien de leurs enfants. Il faut que nos programmes les aident davantage et constituent moins une entrave.

Le Comité estime que le gouvernement doit accorder la plus grande priorité aux besoins des familles pauvres en général. Les parents, et en particulier les femmes, ont besoin d'emplois nouveaux et de meilleures possibilités d'éducation et de formation, et doivent pouvoir s'en prévaloir avec l'assurance que leurs enfants sont entre bonnes mains.

Nous aimerions que le gouvernement fédéral intervienne rapidement dans les domaines touchant la pauvreté de l'enfance, qui relèvent de sa compétence exclusive. Dans les domaines où il y a partage des compétences ou encore dans ceux dont les provinces ou les territoires ont la responsabilité première, nous encourageons le gouvernement à continuer de se montrer coopératif et souple dans le cadre de structures respectant des principes nationaux pertinents. En l'occurrence, il est essentiel de faire preuve de détermination et de bonne volonté, compte tenu de l'urgence de la situation.

Supplément du revenu gagné

Le Comité souscrit fortement au projet exposé dans le document de travail d'améliorer le supplément du revenu gagné des parents qui occupent des emplois peu rémunérés. Nous lui avons donné la priorité, plutôt qu'à la majoration immédiate de la prestation fiscale pour enfants, bien que nous soyons tout à fait d'accord avec la proposition contenue dans le document de travail voulant que le gouvernement fédéral collabore avec les provinces et les territoires en vue d'instituer une prestation fiscale pour enfants intégrée. La prestation intégrée combinerait les dépenses fédérales actuelles au chapitre de la prestation fiscale pour enfants et les fonds que le gouvernement fédéral et les provinces consacrent aux enfants par le truchement du RAPC.

On propose dans le document de travail de réaffecter des fonds afin d'augmenter le montant du supplément du revenu gagné des familles à faible revenu. Ces fonds proviendraient des prestations fiscales pour enfants actuellement accordées aux familles à revenu élevé. Comme on l'indique dans le document de travail, cette démarche aurait l'avantage de rendre le travail plus intéressant que l'aide sociale. Nous considérons cette mesure comme utile d'un point de vue économique, prudente d'un point de vue financier et progressive d'un point de vue social. C'est une étape importante de la réforme des prestations pour enfants et de l'aide aux familles à faible revenu. Cette mesure compléterait les interventions actuelles des gouvernements provinciaux pour relever les salaires des parents qui

canadienne de la classification internationale des déficiences, incapacités et handicaps et Réseau de recherche pour la participation sociale.—mémoire conjoint)

Les enfants du Canada sont l'avenir de notre pays. Celui-ci n'en fait tout simplement pas assez pour leur assurer un avenir prometteur. Nous ne leur donnons pas suffisamment de moyens et de soutien pour leur permettre de s'engager avec confiance et sérénité dans l'adolescence, puis dans les carrières de leur choix. Alors que près d'un cinquième des enfants canadiens vivent au-dessous du seuil de faible revenu, le bilan de l'intérêt que nous avons manifesté à l'égard de nos enfants et de leur avenir, par comparaison avec celui d'autres pays industrialisés relativement prospères, est tout simplement inacceptable.

Les familles pauvres utilisent leurs ressources au maximum. Les parents ont besoin d'avoir accès à des services de garde abordables et de qualité qui leur donneraient la souplesse nécessaire pour participer davantage au marché du travail. Le moment est venu de faire preuve de courage, d'affirmer notre volonté collective et de redéfinir les programmes sociaux de manière qu'ils assurent le bien-être des enfants canadiens et de leurs parents.

Actuellement, de nombreux facteurs dissuadent les parents prestataires d'aide sociale de trouver du travail et de renoncer à celle-ci. Le document de travail met en lumière ce problème en décrivant les limites du Régime d'assistance publique du Canada (RAPC) :

...[les règles restrictives du RAPC] interdisent d'utiliser les fonds fédéraux pour financer des mesures provinciales novatrices visant à aider les gens à passer de l'aide sociale à une situation plus autonome. Pour bon nombre de bénéficiaires de l'aide sociale, le fait d'occuper un emploi à faible salaire, même à temps partiel, peut entraîner une forte baisse de la prestation et la perte de précieux avantages sur le plan des soins dentaires, de l'assistance-médicaments ou des prestations d'invalidité, si cet emploi augmente leur revenu. Étant donné la façon dont les taux d'aide sociale sont conçus, il peut arriver que des familles accusent une perte nette si l'un des parents réintègre le marché du travail mais ne touche qu'un petit salaire.

Le Canada ne fait pas assez pour aider les parents qui veulent réintégrer le marché du travail. C'est absurde, mais du point de vue économique, il vaut parfois mieux, pour les parents, de continuer à dépendre de l'aide sociale que d'accepter un emploi peu rétribué. Les gouvernements doivent prioritairement régler le problème de ces obstacles. Dans le cadre de l'expansion économique actuelle, de nombreux emplois sont créés. Nous

TRANSITIONS : CHEMINEMENT PROPOSÉ

Le Comité estime que la politique sociale fédérale devrait avoir comme objectif d'encourager la participation et la contribution à part entière de toutes les personnes, familles et collectivités au Canada. Nous croyons que, sur le plan social, le gouvernement devra de plus en plus investir dans le capital humain, assurer la sécurité, favoriser la participation de tous les groupes et encourager des solutions novatrices en matière de sécurité sociale. Comment aborder cette nouvelle orientation sociale pour le Canada? Comment amorcer le cheminement nécessaire? Compte tenu de ce que les Canadiens nous ont dit ainsi que de leur façon de voir et de notre nouvelle vision de la politique sociale, l'approche prônée par le Comité en vue de favoriser l'équité, des débouchés et la sécurité repose sur trois grands domaines d'action :

- Assurer le bien-être des enfants canadiens
- Investir dans le capital humain
- Améliorer la sécurité et l'équité

Nous pensons que ces domaines d'action représentent les priorités que doit viser la réforme. Les propositions que nous formulons tiennent compte également des restrictions financières actuelles, tout en suggérant la meilleure utilisation possible des ressources existantes en vue de respecter ces priorités. S'il est impossible de réaliser certains des objectifs que nous recommandons dans un avenir rapproché en raison des limites financières, nous encourageons le gouvernement à les garder présents à l'esprit en vue de leur réalisation quand notre situation financière le permettra.

En plus des trois nouveaux thèmes, le Comité souhaite formuler d'autres recommandations d'ordre général. Il s'agit de recommandations qui touchent tous les secteurs de programmes et visent à améliorer l'efficacité globale de tous les programmes.

ASSURER LE BIEN-ÊTRE DES ENFANTS CANADIENS

Il faut cesser de pénaliser le fait d'avoir des enfants. Il faut tendre à compenser les coûts de base entraînés par le soin des enfants et financer cette charge à partir de la fiscalité générale. (Société

Selon le Comité, il est encourageant de constater que le gouvernement fédéral est disposé à partager avec les provinces et les territoires le coût des projets innovateurs par le truchement d'initiatives stratégiques. Le fédéralisme est tout à fait compatible avec l'innovation émanant de l'État, les divers paliers de gouvernement cherchant des solutions aux problèmes et de nouvelles façons d'atteindre nos objectifs sociaux.

Autre élément encourageant : l'engagement pris par le gouvernement fédéral de collaborer avec les provinces, les territoires et les autochtones en vue de simplifier l'accès aux services, de réduire le plus possible les chevauchements et le gaspillage et de préciser les rôles et responsabilités constitutionnelles respectives des gouvernements. On entend donc respecter les secteurs de compétence des gouvernements fédéral et provinciaux et tenir compte de la diversité des provinces dans le contexte de l'idée commune que l'on se fait du Canada.

Outre les facteurs constitutionnels, plusieurs questions d'ordre économique et social devront être prises en considération lorsque l'on clarifiera les rôles des paliers de gouvernement et que l'on s'entendra sur une répartition acceptable des responsabilités dans le régime de sécurité sociale. Dans le contexte des programmes sociaux, on peut distinguer deux rôles : l'un concernant le financement et l'autre, la prestation des programmes et services.

Les Canadiens souhaitent un plus grand engagement des collectivités et plus de services d'initiative locale. Ils veulent aussi que le gouvernement fédéral participe à l'élaboration de programmes nationaux visant à favoriser l'égalité et la transférabilité et à enrichir l'unité économique et sociale.

Les Canadiens veulent que leurs gouvernements coopèrent au lieu de se faire concurrence et collaborent au lieu de comploter. Ils veulent que l'on sorte les relations intergouvernementales de derrière les portes closes du fédéralisme exécutif, qu'on en débâte dans des tribunes ayant davantage un caractère public et qu'elles s'inscrivent davantage dans le quotidien des gens. Nous souscrivons à une conception de la sécurité sociale fondée sur une association coopérative de tous les paliers de gouvernement, des personnes qui ont accès aux programmes et aux services et des organismes et institutions qui les représentent, les appuient et les aident. La transition vers une nouvelle conception ne peut pas se faire du jour au lendemain. Nous croyons que les recommandations concrètes que nous formulons dans le chapitre suivant représentent des étapes importantes sur la voie de la concrétisation de cette conception typiquement canadienne de la sécurité sociale.

fiscaux divers (programmes à frais partagés, subventions inconditionnelles et abattements fiscaux fédéraux) et non au moyen de modifications constitutionnelles⁷.

En ce qui concerne l'établissement d'un nouveau partenariat entre le gouvernement fédéral, les provinces et les territoires, on envisage dans le document de travail un fédéralisme souple et on y précise que le gouvernement fédéral n'a pas l'intention de s'ingérer dans les secteurs qui relèvent de la compétence des provinces et des territoires. On y affirme que, pour réussir, la réforme de la sécurité sociale doit reposer sur la participation et la collaboration des divers paliers de gouvernement et des collectivités. On y admet qu'en matière de programmes sociaux, la politique de l'uniforme manque parfois de souplesse et ne permet pas toujours de bien répondre aux besoins. Le gouvernement voudrait que les réformes des programmes fédéraux, provinciaux et territoriaux se renforcent mutuellement. On fait remarquer dans le document de travail que :

Encadré 7 : Initiatives stratégiques

Ons le budget de février 1994, le gouvernement fédéral a annoncé qu'il encouragerait l'élaboration, de concert ec les provinces et les territoires, des programmes nouvelles visant à pondre aux besoins en matière de urté sociale. Le gouvernement ectera 800 millions de dollars à cette s initiatives stratégiques forment e partie importante de la réforme s programmes sociaux. Elles ont ur but :	<ul style="list-style-type: none">• de mettre à l'essai de nouvelles possibilités de réforme en matière de formation, de sécurité du revenu, de services sociaux et d'apprentissage;• d'explorer des moyens d'aider les assistés sociaux à réintégrer le marché du travail; et• de trouver des solutions plus économiques aux programmes relatifs au marché du travail.	Dans le cadre du programme des initiatives stratégiques, 25 millions de dollars ont été prévus pour aider les autochtones.
		projets lancés par les autochtones. Les initiatives stratégiques autochtones sont entièrement financées par le gouvernement fédéral. Un certain nombre d'initiatives stratégiques fédérales, provinciales et territoriales comprennent aussi des volets destinés précisément aux autochtones. Les initiatives stratégiques autochtones offrent aux groupes autochtones l'occasion de concevoir au plus tôt des façons uniques et concrètes d'offrir des services de sécurité sociale tenant compte des traditions, de la culture et des conditions sociales des autochtones.

la plupart des citoyens en ont vraiment assez de la lutte que se livrent les gouvernements fédéral et provinciaux pour des questions de compétence. Trop d'énergie a déjà été consacrée à ces querelles, et pas assez à répondre aux besoins des gens.

⁷ La Constitution a été modifiée quelques fois en ce qui concerne les pouvoirs en matière de politique sociale, et il s'agissait dans les trois cas de conférer au Parlement fédéral le pouvoir d'instituer des mécanismes de sécurité du revenu : l'assurance-chômage en 1940, les pensions de vieillesse en 1951 et les prestations supplémentaires de pension en 1964.

Dans cette ère nouvelle, la sécurité ne passe pas simplement par le soutien du revenu pour les personnes incapables de travailler et pour les chômeurs : elle passe aussi par l'amélioration des connaissances et l'accroissement des compétences. De nos jours, la sécurité sociale doit comprendre des programmes d'apprentissage, d'orientation, d'éducation et de formation aussi bien que de l'aide sociale et de l'assurance-chômage. Le volet soutien du revenu des programmes sociaux a encore un rôle important à jouer lorsqu'il s'agit de soutenir le pouvoir d'achat des Canadiens durant les périodes de ralentissement économique. Comme nous l'avons dit, il est non seulement juste, mais essentiel pour notre bien-être économique en général d'assurer un minimum de dignité aux personnes qui touchent des prestations de soutien du revenu. En outre, un système de sécurité sociale moderne doit aussi comprendre la sécurité vis-à-vis de la violence familiale, de la détérioration de l'environnement et de la dissolution de la famille. Dans le nouveau contexte, la redistribution doit s'attaquer à la pauvreté, en particulier chez les familles comptant des enfants, non seulement au moyen d'aides financières, mais aussi de programmes de perfectionnement. Au chapitre toujours de la « redistribution », il faut aussi penser en termes d'heures de travail et d'heures supplémentaires, et venir en aide aux personnes victimes de la restructuration économique.

Encadré 6 : Actualisation du rôle social du gouvernement : conserver nos objectifs tout en repensant les moyens

Tout contrat social doit être évalué à la lumière de son objectif ultime, et les objectifs formulés antérieurement durant le siècle semblent toujours valables : le bien-être socio-économique est le mieux servi par (i) une croissance économique rapide et durable, (ii) des prix stables, (iii) le plein emploi et (iv) le nivellement des inégalités. Les deux premiers objectifs exigent une société juste. Les trois premiers objectifs relèvent principalement de l'économie, tandis que le quatrième ne touche les questions économiques que dans la mesure où il s'agit des inégalités sur plan du revenu, de la fortune et des possibilités d'emploi. Ainsi, le nouveau contrat social aura probablement les mêmes objectifs ultimes que le contrat actuel, mais les mécanismes qui serviront à l'appliquer seront considérablement transformés. (Richard G. Lipsey, 1993)

Ce sont là d'importants progrès sur le plan de l'évolution du rôle social du gouvernement dans les années 90. Le nouveau modèle de sécurité sociale doit tenir compte du fait que, dans ce domaine, les pouvoirs publics doivent assumer des rôles nouveaux, en collaboration avec d'autres secteurs. La plupart des membres du Comité partent de la prémisse que l'actualisation de la politique sociale du Canada ne peut se faire sans un renouvellement sensible des relations fédérales-provinciales-territoriales, par une réforme concertée de notre régime de sécurité sociale.

La majorité des divers éléments du régime de sécurité sociale du Canada ont été institués au moyen d'ententes administratives, de lois et d'accords

Le Comité estime que les dix principes précités — servir des personnes, accessibilité, dignité par la participation, emploi utile, coopération intergouvernementale, viabilité des programmes sociaux, partage des responsabilités, suffisance de l'aide, respect de la diversité, équité et égalité — doivent orienter le débat national sur le renouvellement des programmes sociaux du Canada.

Encadré 5 : La justice sociale et le rôle social de l'État au Canada

L'État joue un rôle social considérable en prenant des mesures toujours plus inspirées par la notion d'égalité. Il rajuste les rapports entre les deux sexes au travail et dans le contexte matrimonial. Il impose des pratiques relatives au français et à l'anglais dans des domaines précis où les pratiques n'auraient pas cours s'il n'y avait pas. Il cherche à lever le statut social et le revenu des handicapés physiques et mentaux. Il définit les rapports entre les groupes ethniques, ainsi que leurs statuts	sociaux respectifs. Il entérine et protège les droits des citoyens au moyen de lois, de chartes, et de bureaux de justes méthodes d'emploi. En assumant de telles fonctions sociales, l'État influence délibérément ou par inadvertance nos propres conceptions sur nous-mêmes. Il nous informe sur les groupes qui progressent et sur ceux qui perdent du terrain, ainsi que sur ceux qui n'ont pas été traités équitablement et qui ont besoin d'un appui officiel pour se redresser. L'État poursuit des objectifs particuliers à	caractère fonctionnel, comme l'installation de rampes d'accès pour les infirmes en chaise roulante, et l'accession de divers groupes à des emplois recherchés grâce aux programmes d'action positive. Ce faisant, il contribue également à l'évolution des idées officielles relatives à la justice sociale que les controverses et les conflits permettent de dégager. (Commission royale sur l'union économique canadienne et les perspectives de développement, volume I, 1985)
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Le défi collectif que nous devons relever en tant que Canadiens dans le contexte de la réforme de la politique sociale consiste à préserver ces valeurs d'une société civilisée tout en actualisant les programmes pour les adapter aux impératifs contemporains.

À l'instar de presque tous les témoins qu'il a entendus, le Comité est convaincu que, même si les temps changent, cela ne signifie pas pour autant qu'il faille renoncer à ces objectifs. Au contraire, l'évolution de la situation dicte que l'on réaffirme ces objectifs et qu'on les renouvelle en fonction du contexte économique et social actuel, mais que l'on repense les mécanismes utilisés pour les atteindre. C'est précisément ce que l'on entend par modernisation de la conception de la sécurité sociale et par réforme des programmes sociaux pour les Canadiens (encadré 6).

L'ACTUALISATION DU RÔLE SOCIAL DU GOUVERNEMENT

Pour reconstruire la sécurité sociale en vue d'une ère nouvelle, il faut repenser les interactions entre le secteur public et la collectivité et donner un nouveau souffle aux relations fédérales-provinciales-territoriales. Le Comité propose ci-dessous un cadre dans lequel repenser le rôle social du gouvernement pour le XXI^e siècle.

responsabilité partagée. Le régime doit reposer sur une démarche globale et souple qui investit dans la personne, soutient les familles et fait valoir le rôle important des organisations locales et des organismes sans but lucratif. Il doit servir aussi de mécanisme de prévention et pas seulement de remède.

- **Suffisance de l'aide** : Les programmes de sécurité sociale doivent offrir une aide suffisante, car des programmes sous-financés peuvent être un piège et non une porte sur l'avenir, une entrave et non une aide. Il importe par exemple que les prestations d'aide sociale couvrent les besoins de base en matière de logement et d'alimentation en tenant compte des différences dans le coût de la vie, selon l'endroit où l'on vit au Canada.

- **Respect de la diversité** : Dans l'élaboration d'un nouveau régime de sécurité sociale au Canada, on doit tenir compte de la grande diversité que l'on observe dans la société canadienne. La réforme touchera des groupes nombreux et différents — les jeunes, les femmes, les travailleurs âgés, les autochtones, les personnes handicapées, les immigrants et les réfugiés, les minorités visibles — ayant chacun des besoins, une expérience, des valeurs et des problèmes qui leur sont propres. Il faut déceler ces différences, les comprendre et les prendre en considération. Le respect de la diversité signifie aussi la pratique du fédéralisme. Il importe de penser aux disparités qui distinguent les provinces, les territoires et les régions.

- **Équité et égalité** : Le rôle social du gouvernement à l'ère moderne est lié à l'évolution des principes d'équité et d'égalité (encadré 5). Dans le document de travail, on parle de la nécessité d'évaluer dans quelle mesure la réforme proposée assurera une répartition plus équitable des crédits fédéraux dans tout le Canada, en ce qui concerne l'assistance sociale dispensée aux termes du Régime d'assistance publique du Canada. Dans la mise à jour économique et financière figurant dans le document *Instaurer un climat financier sain*, paru en octobre 1994, le gouvernement fait de l'équité un des principes qui doivent guider l'adoption des mesures de réduction du déficit : « Il est extrêmement important de se montrer équitables. Le gouvernement veillera à ce que les membres les plus vulnérables de notre société ne soient pas laissés pour compte. La réduction des dépenses ne doit pas servir de prétexte pour abandonner les Canadiens et Canadiennes qui sont le plus dans le besoin ». Durant les audiences, on a aussi recommandé d'envisager une répartition plus équitable du travail dans le cadre de la réforme de la sécurité sociale et de songer à adopter des mesures qui garantiront l'égalité d'accès des femmes, des personnes handicapées, des personnes appartenant à une minorité visible et des autochtones à l'éducation, à la formation et aux professions.

- **La dignité par la participation** : la sécurité sociale doit être conçue pour renforcer la dignité de la personne et offrir la meilleure combinaison possible de soutien du revenu et de services sociaux qui permette à tous les Canadiens de participer à la vie économique et sociale. Les groupes qui ont été traditionnellement marginalisés dans notre pays, comme les femmes, les autochtones, les personnes handicapées ou celles qui appartiennent à une minorité visible, doivent avoir des chances égales d'épanouissement.

- **Emploi utile** : les réformes doivent refléter le fait que la plupart des gens ont besoin d'avoir un emploi utile pour conserver le respect de soi-même et préserver leur dignité et leur liberté, et qu'il faut en tenir compte dans la conception des services de soutien de base comme l'éducation, la formation, la garde des enfants, le logement et les services destinés aux personnes ayant des besoins spéciaux. Le Comité ne souscrit pas au principe de l'assistance-travail qui, en forçant les gens à travailler dans des emplois artificiellement créés, les prive de la dignité que procure le travail. La restructuration des services sociaux doit être coordonnée avec les stratégies d'emploi du gouvernement pour veiller à ce que les mesures comme les programmes de formation débouchent sur des emplois utiles pour les participants.

- **Coopération intergouvernementale** : Les politiques et programmes de sécurité sociale du gouvernement fédéral et ceux des provinces et des territoires doivent être coordonnés pour mieux répondre aux besoins des personnes et des intervenants locaux. Les Canadiens réclament l'instauration d'un nouvel esprit de collaboration et d'association entre les divers paliers de gouvernement et les intervenants locaux. Les membres du Comité sont tout à fait conscients que l'idée d'un partenariat n'empêche ni la concurrence ni l'autonomie de chacun des treize gouvernements de notre régime fédéral. Notre histoire en témoigne. Cependant, le principe de la collaboration intergouvernementale exige que les rôles soient clairement définis, que l'on réduise au minimum les chevauchements de programmes et que l'on simplifie l'accès aux services.

- **Viabilité des programmes sociaux** : le régime de sécurité sociale doit être financièrement viable, dans l'immédiat et à long terme. Cela veut donc dire que l'on doit se soucier tout autant des déficits sociaux que des déficits financiers. Pour assurer la viabilité des programmes sociaux, il faudra davantage d'emplois et une meilleure croissance économique, et l'on devra par ailleurs se soucier d'équité sociale dans la distribution des coûts et des avantages à l'intérieur de chaque génération et entre les générations.

- **Partage des responsabilités** : Le régime de sécurité sociale doit tenir compte du principe que le soin des familles et des personnes est une

circonstances, de façon à pouvoir mener une vie enrichissante et productive. Pour sa part, le gouvernement devra structurer les programmes et utiliser les ressources limitées dont il dispose de manière à favoriser ce processus d'adaptation.

Les membres du Comité veulent aussi faire remarquer qu'il n'est pas nécessaire de sacrifier ces valeurs sur l'autel des impératifs du nouveau contexte économique mondial et qu'on doit se garder de le faire. L'adaptation des travailleurs est un objectif nécessaire de la réforme de la sécurité sociale, mais les Canadiens veulent que nous tenions compte des réalités nouvelles et que nous agissions tout en respectant les valeurs qui nous tiennent à coeur. Toutes ces valeurs, identifiées par de nombreux témoins, font partie intégrante de notre identité en tant que Canadiens.

PRINCIPES DIRECTEURS

Dans notre rapport intérimaire, nous avons donné un aperçu des grands principes qui doivent selon nous guider l'examen des programmes de sécurité sociale. Le document de travail du gouvernement contient pour sa part un ensemble de principes directeurs qui correspondent essentiellement à ceux que nous avons proposés. Durant la deuxième phase des consultations, beaucoup de groupes et de particuliers ont dit souscrire à ces principes, mais certaines personnes en ont aussi proposé de nouveaux.

Le Comité réaffirme les principes directeurs énoncés dans son rapport intérimaire, y ajoutant, en réponse aux suggestions recueillies, des principes concernant la suffisance de l'aide, la diversité, l'équité et l'égalité. Le Comité recommande en conséquence que les principes suivants servent de critères d'évaluation de tout projet de réforme de la politique sociale fédérale.

- **Servir des personnes** : le régime de sécurité sociale doit d'abord et avant tout servir des personnes et être adapté aux besoins de chacun à toutes les étapes de la vie. Dans sa version moderne, la sécurité sociale doit chercher à offrir aux Canadiens des mécanismes d'aide appropriés et des services de qualité.

- **Accessibilité** : les personnes dans le besoin doivent pouvoir se procurer facilement l'aide sociale et les services sociaux. Le régime de sécurité sociale du Canada comporte actuellement des éléments universels (soins médicaux et éducation) et des éléments ciblés (logement social, soutien du revenu). La plupart des programmes et services sociaux actuels sont ciblés ou sélectifs. Le Comité envisage un élargissement de l'accessibilité pour les éléments d'aide suivants : garderies, pensions alimentaires, éducation permanente, aide aux handicapés et services de préparation à l'emploi. Les politiques et pratiques afférentes au régime de sécurité sociale doivent respecter la règle de droit.

VALEURS COMMUNES

Les programmes sociaux du Canada reflètent les valeurs fondamentales de la population canadienne. Par nos programmes sociaux, nous exprimons nos convictions et donnons une image de nous-mêmes en tant que pays. Si l'on veut que la population souscrive aux réformes et que les programmes sociaux soient efficaces et adaptés aux besoins, il faut que le régime de sécurité sociale reflète et respecte les valeurs fondamentales communes à tous les Canadiens.

Le Comité est d'avis que c'est dans nos valeurs sociales qu'il faut chercher le contexte général dans lequel s'inscrit la réforme. Il importe de les bien garder en mémoire et d'en tenir compte dans l'étude des diverses questions qui entrent en jeu, par exemple les finances publiques, les tendances du marché du travail et les relations intergouvernementales. Au Canada, c'est beaucoup par les programmes sociaux que l'on cherche à concrétiser certaines valeurs comme la sécurité par le partage, la compassion, le respect pour la dignité humaine et la tolérance, l'égalité des chances, la communauté et la diversité d'intérêts, l'équité, et les responsabilités individuelles et collectives.

Dans l'application des principes démocratiques, les Canadiens ont toujours fait preuve collectivement du souci d'autrui et de compassion pour les autres. Les Canadiens que nous avons entendus ont à maintes reprises dit croire en la dignité, la valeur et l'importance de chaque citoyen. Les Canadiens savent qu'ils ont travaillé dur pour faire valoir les principes de l'égalité des chances. Ils affichent également un profond attachement au groupe auquel ils appartiennent, chacun avec ses particularités régionales et son histoire. Si les Canadiens tiennent à leurs programmes sociaux, c'est qu'ils reflètent ces valeurs et doivent continuer de le faire.

L'évolution de la situation et du rôle des femmes, des personnes handicapées, des autochtones et des minorités visibles a forcé les Canadiens à remettre en question leur interprétation du principe de l'équité et les a amenés à réclamer que les projets de réforme des programmes sociaux soient évalués en fonction de critères prenant en considération les besoins et les difficultés des Canadiens qui ont été défavorisés dans le passé. La société canadienne continue de s'efforcer de supprimer les barrières systémiques qui empêchent certaines personnes de participer pleinement à la vie de notre pays. Tous et chacun doivent avoir le sentiment que leur pays et leurs gouvernements se soucient de leur bien-être.

Le Comité tient à faire ressortir l'importance des responsabilités individuelles et collectives dans le contexte de la réflexion entourant la réforme des programmes sociaux. Le monde évolue rapidement, et les gens vont devoir apprendre à anticiper d'avantage pour s'adapter aux

pour assurer la transférabilité par la reconnaissance mutuelle des titres de compétence.

Cette séparation entre le soutien du revenu et la prestation de services pourrait constituer, de l'avis du Comité, un axe autour duquel il serait possible de mieux répartir les rôles et les responsabilités en matière de sécurité sociale. Le Comité estime en outre que cela est compatible avec la façon dont devrait fonctionner le gouvernement au Canada.

Troisièmement, la notion même de sécurité sociale doit être élargie comme, d'ailleurs, la palette de solutions aux problèmes. La pauvreté n'est pas que le manque d'argent; elle est très associée à des carences affectives et à un manque d'encouragement. Si l'on veut que les enfants soient en mesure de bien apprendre, en aient le goût et aient une certaine assurance lorsqu'ils arriveront à l'école, il faut commencer à bien s'en occuper dès le berceau. C'est pourquoi nous souscrivons à une démarche intégrée en matière de développement de l'enfant. L'apprentissage ne se fait pas seulement à l'école, mais aussi au travail et à la maison. Il fait partie de la vie. Pour cette raison, nous sommes d'ardents partisans du principe de l'acquisition continue du savoir exposé dans le document de travail.

Quatrièmement, les mesures que nous prenons pour «inciter» à travailler, à étudier, à améliorer sa situation et à quitter les rangs des assistés sociaux pour travailler devraient être positives plutôt que négatives. Le système devrait insister sur les fruits de l'effort plutôt que sur les inconvénients du décrochage. C'est pourquoi le Comité, comme beaucoup de témoins, a des réserves à l'égard de notions comme le travail obligatoire et les programmes dans lesquels les prestataires doivent travailler, s'instruire ou avoir recours au counselling pour avoir droit aux prestations. Les programmes devraient plutôt être conçus de façon à encourager les bénéficiaires à acquérir des compétences qui seraient reconnues en participant à des activités, dans lesquelles ils amélioreraient leur situation ou rendent la société meilleure, dans l'esprit du projet de «carnet de formation» décrit dans le document de travail. Le travail bénévole doit selon nous faire partie intégrante de tout système de ce genre.

La nouvelle conception que nous décrivons doit se traduire concrètement par des actions qui respectent des valeurs et des objectifs communs en matière de réforme. Elle exige par ailleurs que l'on actualise le rôle social des gouvernements, que l'on renouvelle les relations entre le gouvernement fédéral et ceux des provinces et des territoires et que l'on continue de faire une place aux intervenants locaux. Les discussions doivent se poursuivre dans un esprit de collaboration, de souplesse et de bonne volonté.

Parmi les facteurs justifiant une réforme [du RAPC], il faut aussi mentionner le manque d'uniformité de l'aide financière fédérale versée pour les assistés sociaux dans les différentes régions du pays. Les disparités résultent du plafonnement imposé en 1990 aux trois provinces qui ne reçoivent pas de paiements de péréquation (l'Ontario, l'Alberta et la Colombie-Britannique). Celui-ci a eu des conséquences inégales sur l'aide financière versée pour les assistés sociaux dans les diverses régions du Canada. En toute justice, il faudra repenser la façon dont le système de sécurité sociale assurera un niveau comparable d'assistance financière fédérale aux assistés sociaux à l'échelle du pays.

Le Comité souscrit à l'idée du gouvernement de procéder à une réforme du RAPC en vue de faire bénéficier tous les assistés sociaux du pays d'une aide financière équivalente, ce que nous estimons particulièrement important pour permettre à tous les Canadiens de mener une vie comportant un minimum de dignité. Le Comité encourage les gouvernements à travailler de concert à la réalisation de cet objectif.

Deuxièmement, nous croyons que la place de la collectivité communautaire dans le système de sécurité sociale de demain doit continuer de grandir. L'idée selon laquelle la sécurité sociale consiste, pour les gouvernements, à distribuer des prestations aux personnes dans le besoin devrait être abandonnée au profit d'une notion plus globale axée sur la participation au niveau local, selon laquelle citoyens, familles, organismes bénévoles, entreprises privées et organes publics de tous les paliers seraient les maïlles d'un réseau d'entraide qui se renforcerait mutuellement.

Il ne faudrait pas en déduire que le gouvernement ne devrait plus assumer la moindre responsabilité ni faire la moindre dépense dans le domaine de la sécurité sociale, mais plutôt qu'il devrait redéfinir son rôle en la matière. Et précisément, le rôle du gouvernement national comporte, à notre avis, deux volets complémentaires : d'une part, aider à garantir un soutien du revenu suffisant et uniforme dans tout le Canada et, d'autre part, établir et coordonner, de concert avec les provinces et autres intervenants, des normes et des principes nationaux généraux régissant les autres composantes du système de sécurité sociale.

Le mieux serait, selon nous, que la plupart des services de soutien soient conçus et dispensés au niveau local. La décentralisation de nombreux services pour les confier aux organismes locaux constitue une orientation essentielle dans l'évolution de la sécurité sociale. Évidemment, dans les secteurs où les responsabilités sont partagées, comme celui de la formation, il demeurera nécessaire que le gouvernement fédéral joue un rôle important

destination. Une conception à long terme nous permettrait de définir la forme d'un but que nous voulons atteindre et qui guidera nos futures actions.

Dans le présent chapitre, nous voudrions décrire brièvement l'idée que nous nous faisons de ce à quoi le nouveau système de sécurité sociale du Canada pourrait ressembler. Cette idée a pris forme au gré des suggestions des centaines de témoins que nous avons entendus, sans pour autant être nécessairement le fidèle reflet d'aucune d'entre elles en particulier. Il se pourrait bien qu'il faille la reformuler plus d'une fois en cours de route, selon l'orientation de la suite du débat et l'évolution de notre situation financière. Mais les membres du Comité sont convaincus que nous devons nous faire du système de sécurité sociale que nous voulons bâtir une conception à long terme qui, au-delà des objectifs ou des principes, puisse nous tenir lieu de cap à garder tout au long de la réforme et qui, d'une manière plus pratique, nous aidera à mettre en perspective les propositions de réforme concrètes du gouvernement.

En matière de réforme globale, les propositions qui semblent être revenues le plus souvent dans les témoignages sont des variantes du Revenu annuel garanti (RAG). Beaucoup de témoins voyaient dans le RAG la meilleure réforme possible, tandis que d'autres se disaient déçus que cette option n'ait pas fait l'objet d'un examen plus approfondi dans le document de travail.

En général, les membres du Comité ont aimé l'idée d'un programme de RAG ou d'un régime intégré de soutien du revenu du même genre. L'idée est séduisante à première vue, mais selon notre évaluation préliminaire, nous ne pourrions financer un RAG sans relever considérablement les taux de l'impôt sur le revenu (voir, à ce sujet, l'annexe F au présent rapport).

Si le Comité juge impensable de créer un RAG dans le climat économique et financier qui prévaut actuellement au Canada, il trouve néanmoins aux régimes de ce genre des caractéristiques qui enrichiraient, à son avis, tout système de sécurité sociale.

La première est l'idée d'asseoir la sécurité sociale sur un vaste régime de base de soutien du revenu conçu de manière à ouvrir la porte à d'autres possibilités : emploi conventionnel ou non conventionnel, formation ou autres formes de perfectionnement personnel, travail bénévole ou autres formes d'activité altruiste. Nous mettrions de l'avant le principe selon lequel le système de sécurité sociale devrait autant que possible fournir l'occasion à chacun de tirer parti des prestations de base pour progresser.

À cet égard, le Comité partage les préoccupations du gouvernement exprimées dans le document de travail au sujet des disparités entre les niveaux de l'aide financière fédérale destinée aux assistés sociaux :

VERS UNE CONCEPTION DE LA SÉCURITÉ SOCIALE ADAPTÉE AU XXI^e SIÈCLE

De nombreux témoins souscrivaient à l'évaluation faite dans le document de travail et selon laquelle une réforme en profondeur du système de sécurité sociale du Canada s'impose. «*Fix It Right*» («Faire ce qu'il faut»), le titre du mémoire du *Nipissing Turning Point Consultation Committee*, que le Comité a entendu à Sudbury, évoque le sentiment de beaucoup d'entre eux. Ces témoins ont instamment demandé au gouvernement de ne pas se contenter de bricoler les programmes actuels, mais de procéder à une réforme holistique et exhaustive.

Les témoins ont aussi prié le gouvernement de ne pas précipiter la réforme et de ne pas tout chambarder d'un seul coup, mais plutôt de modifier graduellement les programmes. Pour eux, les consultations doivent servir à élaborer un «concept» à longue portée, c'est-à-dire à donner une idée des principes qui seraient les balises à l'intérieur desquelles nous pourrions redéfinir graduellement notre système de sécurité sociale à l'approche du XXI^e siècle.

Ce ne sera pas une mince affaire. La pression sur les programmes sociaux actuels résulte en grande partie des bouleversements sociaux et économiques qu'a connus le Canada, et même, en fait, le monde entier, ces trente dernières années. Nous savons que tout change à une cadence de plus en plus rapide dans notre société moderne fondée sur l'information. Ceux qui sont chargés d'élaborer la politique auront une tâche cruciale : distinguer le fondamental du provisoire pour réinventer les programmes et remanier les partenariats de manière à ce qu'ils puissent résister à l'épreuve du temps.

D'après le document de travail, la réforme vise trois objectifs (créer des emplois, aider les plus vulnérables et veiller à ce que les programmes soient abordables) et doit respecter plusieurs principes directeurs (ouvrir des perspectives, investir dans les ressources humaines, favoriser la responsabilité mutuelle, prévenir les problèmes, répondre en priorité aux besoins de la personne, rendre les programmes plus équitables, concevoir des programmes abordables) qui ne sont pas sans présenter plusieurs similitudes avec ceux que nous avons énoncés dans notre rapport intérimaire et auxquels peu de Canadiens trouveraient à redire.

Mais concevoir un système à long terme est une tout autre affaire. Si les principes évoquent une orientation, les conceptions décrivent une

pressions structurelles exercées sur les programmes sociaux par des facteurs comme le taux élevé de chômage et la précarité de l'emploi. Le Comité adhère à cette école de pensée et est d'avis qu'il faut voir la réforme dans une perspective globale.

moins à subventionner les programmes d'aide sociale et à maximiser l'utilisation des subventions au logement.

Au cours des deux dernières décennies, le Canada s'est doté d'un « tiers secteur » dynamique qui a amené des communautés de tous les coins du pays à contribuer à la prestation de services de logement. Les organismes de logement, privés ou municipaux, sans but lucratif ou coopératifs, grâce à leur solidité et à leur aptitude à former les gens dans la gestion et l'exploitation d'entreprises commerciales, sont des facteurs de stabilité propices au développement économique et social. Le Comité suggère donc que toute stratégie de développement communautaire, économique et social tiennent compte du rôle très positif que les organismes locaux de logement peuvent jouer dans la mobilisation des ressources communautaires.

AU SUJET DU PROCESSUS

Lors des deux étapes de consultations, de nombreux groupes et particuliers ont présenté des déclarations sur les valeurs et les principes de politique sociale qu'ils suggèrent, les réalisations sociales qu'ils veulent conserver et la sorte de collectivité qu'ils espèrent promouvoir au Canada. Un certain nombre de témoins ont également demandé au Comité de donner de nouvelles visées à la politique sociale.

Le Canada doit se doter d'un nouvel objectif et innover afin d'en assurer la mise en oeuvre en collaboration avec tous les intéressés. (Commission de gestion de l'emploi et de la formation des autochtones du Québec)

Nous devons nous renouveler et faire preuve de coeur et d'intelligence. Nous devons chercher de nouvelles façons d'aider les gens et adopter des principes plus fermes. (The Family Centre of Northern Alberta Association)

Bon nombre de témoins ont exhorté le Comité à procéder à la réforme de façon globale. Pour certains, cela signifie le fait de prendre en considération la personne au complet, avec tous ses besoins et ses aptitudes; pour d'autres, il s'agit d'évaluer l'ensemble des programmes sociaux, y compris les soins de santé et les services pour personnes âgées; pour d'autres encore, il s'agit d'examiner à la fois le régime et les coûts fiscaux et les programmes sociaux, ou de jeter des ponts entre la politique économique et la politique sociale. Ce mode de réforme global comporterait plusieurs avantages : supprimer les lacunes et les chevauchements du système de sécurité sociale; chercher des solutions aux problèmes complexes et urgents comme celui de la pauvreté chez les enfants; éviter d'entraîner involontairement des conséquences indésirables découlant d'une réforme effectuée à la pièce; réduire les

d'aider à la prestation de services comme des garderies ou des programmes de formation. Par exemple, en utilisant les espaces libres des projets de logement social pour donner à quelques-uns de leurs occupants une formation en éducation des jeunes enfants, on instruirait ces personnes dans un domaine où la demande demeurerait forte tout en offrant sur place un service de garderie aux autres occupants, qui pourraient alors profiter du temps ainsi libéré pour acquérir aussi une formation ou chercher du travail. L'éducation des petits serait également bénéfique aux enfants qui vivent dans ces collectivités en leur permettant de grandir dans un environnement sain tout en s'instruisant; ainsi, ils risqueraient moins de perpétuer le cycle de la dépendance.

Le Comité encourage l'étude de tout projet qui permettrait de mieux utiliser le parc résidentiel existant et de faciliter l'atteinte des objectifs de notre politique sociale, telles la formation et la garde des enfants.

Des programmes de formation devraient être destinés aux ménages qui vivent de l'aide sociale pour les aider à accéder au marché du travail. Les logements subventionnés leur donnent la stabilité nécessaire pour qu'ils profitent d'un programme de formation. (PEI Housing Co-operatives)

Le Comité a appris que, parce que les loyers des logements sociaux représentent généralement de 25 à 30 p. 100 du revenu familial, nombre de bénéficiaires hésitent à s'affranchir du bien-être social parce qu'alors, l'augmentation de leur revenu servirait à payer un loyer plus élevé, sans compter qu'ils perdraient aussi leurs prestations pour soins médicaux et dentaires et d'autres avantages. On pourrait faciliter cette transition aux occupants de logements sociaux qui ont la possibilité d'obtenir un emploi en augmentant leur loyer que graduellement. Les services du logement de certaines provinces s'efforcent de faire disparaître ces facteurs dissuasifs. Le Comité appuie les efforts déployés par les services provinciaux et fédéraux du logement pour éliminer les facteurs qui empêchent les bénéficiaires d'améliorer leur situation en les dissuadant d'accepter des emplois décents.

Dans certaines provinces, les assistés sociaux paient moins de 100 \$ par mois en loyer, tandis que dans d'autres, leur loyer peut atteindre 500 \$. Lorsque les fonds disponibles sont restreints, cette subvention croisée des programmes limite le nombre des ménages qui peuvent être accueillis par les programmes de logement social. En autorisant les pourvoyeurs de logement social à fixer les loyers en fonction du revenu pour tous les ménages, il sera possible d'aider davantage de ménages dans le besoin. Le Comité encourage par conséquent les autorités fédérales et provinciales à réexaminer les modalités de calcul des loyers imposés aux assistés sociaux habitant dans des logements sociaux afin que les programmes de logement social servent

Logement social

Le logement social fait partie intégrante du filet de sécurité sociale, et le manque de logements adéquats se répercute sur les membres les plus vulnérables de la société et les empêche de participer pleinement à la vie économique et sociale du pays. Toute société humanitaire et compatissante doit passer à l'action et veiller à répondre aux besoins de ses citoyens dans ce domaine. Le logement social tient une place importante dans tout système de sécurité sociale adapté aux besoins du jour qui vise à aider les citoyens à améliorer eux-mêmes leur situation et à devenir autonomes, et il protège les enfants pauvres, les handicapés et les personnes âgées. En fait, comme on peut le lire dans le Rapport national du Canada aux Nations Unies pour la quatrième Conférence mondiale sur les femmes, produit en prévision de cette conférence, qui aura lieu à Beijing, en septembre 1995, «Les femmes ne pourront accéder à l'égalité, et les femmes chef de famille, se sortir de la pauvreté, que lorsque le logement sera à leur portée sur le plan financier.»

Au Canada, la situation du logement a un effet direct sur la politique de bien-être. Comme le logement représente à lui seul la dépense budgétaire la plus importante de la plupart des ménages — et, certainement, de tous les ménages à faible revenu — le gouvernement pourrait en améliorer les services sociaux et le soutien du revenu en intervenant dans le domaine du logement. Trop souvent, les ménages qui ont recours aux banques alimentaires y sont contraints parce que le logement accapare une partie trop importante de leur revenu. Ceux qui n'ont pas accès à un logement salubre, assez spacieux et abordable ont du mal à contrôler les autres aspects de leur vie. Un logis confortable fournit aux enfants un bon endroit pour étudier, aux adultes qui retournent aux études, la stabilité et le soutien matériel dont ils ont tant besoin, et aux personnes âgées, la sécurité à laquelle elles aspirent.

Les gens mal logés s'en ressentent sur le plan physique et social. Leur capacité de s'instruire et d'être productifs sur le marché du travail peut même être atteinte. On constate qu'un logement satisfaisant à prix abordable est primordial pour que réussissent les mesures prises pour aider les assistés sociaux. (Institute of Urban Studies)

L'atteinte des objectifs énoncés dans le document de travail passe par l'adoption d'une politique bien pensée en matière de logement, ce à quoi contribuerait une coordination plus étroite des programmes de sécurité du revenu et de logement social.

En général, les projets de logement social visent à répondre aux besoins des plus démunis tout en leur facilitant l'accès à des ressources susceptibles

uniques, à condition que ceux-ci soient conçus et administrés par les peuples autochtones.

De nombreuses personnes handicapées, semble-t-il, ont de la difficulté à trouver un emploi et, par conséquent, à subvenir à leurs besoins par l'intermédiaire du système d'aide sociale. Celui-ci comporte d'importantes entraves à l'emploi, la principale étant que les personnes handicapées qui travaillent perdent le droit aux mécanismes de soutien et aux services spéciaux. Or, les avantages sociaux offerts par l'employeur ne permettent pas à la plupart de ces personnes de se payer ces mécanismes et services parfois coûteux qui peuvent être nécessaires pendant une longue période. Par conséquent, une personne handicapée, si elle travaille, est souvent en moins bonne position que si elle se contente de recevoir de l'aide sociale. Nombre de représentants des personnes handicapées veulent donc qu'une distinction soit établie entre l'admissibilité au soutien du revenu et l'admissibilité aux mécanismes de soutien et aux services appropriés. Le modèle de l'institut Roehrer a souvent été cité en exemple à cet égard.

On est également mécontent du fait que les personnes handicapées sont considérées «inaptes au travail» lorsqu'il s'agit de déterminer leur admissibilité aux prestations du RAC, ainsi que le montant de ces dernières. Les prestataires handicapés jouissent peut-être d'une aide au revenu plus généreuse et d'un meilleur accès aux mécanismes de soutien et aux services appropriés, mais chez bon nombre, cela entraîne une relation de dépendance. Des témoins ont affirmé que de nombreuses personnes handicapées seraient «aptes au travail» si elles avaient accès aux services, aux mécanismes de soutien et aux aménagements appropriés.

Certains témoins ont proposé de nouvelles façons d'envisager la sécurité du revenu, notamment le retour au principe de Leonard Marsh visant le regroupement des risques. Aujourd'hui, le défi auquel le gouvernement fait face est de trouver de nouvelles façons de regrouper les risques sociaux dans un contexte d'incertitude croissante. La restriction des objectifs pour ne viser la réduction de la pauvreté que chez les enfants est mal accueillie. On nous suggère plutôt de continuer de chercher à réduire toute pauvreté et à assurer une sécurité aux personnes occupant des emplois bien rémunérés mais vulnérables. La possibilité de passer d'un système axé sur le principe d'universalité à un ciblage plus restreint a soulevé la controverse puisqu'on estimait que la solidarité sociale s'en trouverait amoindrie et la marginalisation, accrue. D'autres jugeaient un ciblage restreint plus responsable sur le plan financier. Certains groupes veulent que la promotion de l'équité constitue l'un des objectifs du système de sécurité sociale. Certaines personnes ont recommandé l'augmentation du salaire minimum afin d'assurer un revenu au-dessus du seuil de la pauvreté, mais d'autres ont mis en doute le bien-fondé d'une telle mesure.

pour le RAPC. À cet égard, le plafond imposé au RAPC est vu comme une entrave. Les opinions divergent quant à la nécessité d'imposer des normes nationales dans toutes les provinces. Le *Board of Trade of Metropolitan Toronto* veut un financement global inconditionnel, contrairement à la ville de Windsor qui n'en veut pas. Le Comité régional inter syndical de Montréal estime que le RAPC doit relever entièrement des provinces, alors que la Coalition des aînés et des aînées du Québec est d'avis que le gouvernement fédéral doit continuer d'assumer en partie la responsabilité du Régime. Il convient de faire remarquer que le RAPC n'a pas été un instrument efficace pour l'établissement de critères uniformes d'un bout à l'autre du pays. C'est pourquoi le document de travail pose la question de savoir comment rendre le RAPC suffisamment souple pour permettre des programmes innovateurs et axés sur la prévention, tout en assurant des normes uniformes à l'échelle du pays.

Nous ne pouvons pas permettre que le Canada devienne un amalgame de régions qui n'offrent pas aux enfants une même garantie de soins, de protection et de possibilités. Tous les Canadiens souffriront si les écarts entre les niveaux de vie s'accroissent. Nous ne pouvons plus nous permettre de gérer par expédient pour répondre aux besoins des plus défavorisés parmi nous. Le gouvernement fédéral est tenu moralement de tracer la voie en fournissant les mesures d'encouragement nécessaires pour améliorer la santé et le bien-être des enfants canadiens. (Ligue canadienne pour la protection de l'enfance/Canadian Family Foster Association)

La possibilité d'augmenter les services de développement de l'emploi pour les assistés sociaux a été moins commentée. La Chambre de commerce de Yellowknife estime préférable que l'aide sociale serve à exploiter le capital humain plutôt qu'à soutenir le revenu. Certains témoins craignent que des contraintes et des programmes de travail obligatoire soient appliqués si les services de développement de l'emploi prennent de l'ampleur, entraînant une réduction des droits des membres défavorisés de la société. Certains estiment d'ailleurs que les contraintes auraient l'effet contraire à celui recherché.

On accueille à bras ouverts les systèmes à guichet unique destinés à réduire les frais administratifs, mais à condition que les niveaux de service soient maintenus. Certains témoins soulignent qu'il serait préférable de réserver les services à guichet unique aux personnes ayant des besoins spéciaux, comme les chefs de famille monoparentale et les personnes handicapées. Les témoins autochtones ont appuyé l'idée des guichets

Le RAPC a élargi l'éventail des programmes sociaux et permis le partage à parts égales des coûts admissibles entre le gouvernement fédéral et les provinces. Il a été créé avec l'intention de réduire les écarts entre les niveaux d'aide sociale et de fournir un cadre propice à l'innovation. La population canadienne a affirmé que le RAPC avait bien rempli son rôle à ces égards.

D'après le document de travail, le RAPC doit être complètement remanié. Les clients du Régime s'estiment moins bien servis qu'ils ne pourraient l'être. La formation dispensée aux assistés sociaux est, à bien des égards, très inférieure à celle offerte aux prestataires d'assurance-chômage. Pour suivre une formation ou occuper un emploi, de nombreuses familles ont besoin de services de garde accessibles. Or, les services de bonne qualité sont rares. Quand le RAPC a été adopté, les Canadiens étaient à l'aise avec l'idée que les personnes handicapées étaient considérées par définition incapables au travail. Elles étaient donc censées toucher des prestations plus élevées que les personnes jugées aptes au travail. Or, notre façon de penser a changé depuis; nous visons maintenant la pleine intégration des personnes handicapées dans la société et dans l'économie, ce qu'appuient la plupart des témoignages.

Le document de travail a établi les objectifs nationaux suivants : réduire les facteurs qui découragent les assistés sociaux de travailler, supprimer les obstacles qui nuisent aux personnes handicapées et réduire la pauvreté chez les enfants. Ces objectifs pourraient mener à une solution à long terme, soit un renouvellement du RAPC financé globalement et assorti de priorités nationales, ou à la réorientation du financement fédéral. Il existe une autre solution à plus long terme, qui ne serait pas souhaitable selon le document de travail, soit le revenu annuel garanti. Il existe également des questions à résoudre à court terme, soit une plus grande souplesse pour les provinces dans le cadre du RAPC et la réduction des frais généraux administratifs.

Bon nombre de fournisseurs de services se sont montrés en faveur d'une plus grande souplesse dans le cadre du RAPC. La *Baffin Region Inuit Association* souligne que le RAPC actuel est conçu à l'intention du Canada urbain, et est peu utile dans l'est de l'Arctique. Certaines administrations municipales ont aussi réclamé plus de souplesse d'action. Le gouvernement ou l'organisme local étant plus près de la collectivité, il la connaît et la saisit mieux que ne pourrait le faire le gouvernement fédéral. Les partisans des initiatives de développement économique communautaire, du logement social et des services de prévention estiment qu'une plus grande souplesse permettrait que leurs programmes soient mieux financés.

Cependant, de nombreux Canadiens se méfient d'une souplesse sans contrainte, craignant que des fonds déjà insuffisants soient éparpillés davantage. On appuie vivement le maintien du rôle de chef de file du gouvernement fédéral en matière d'établissement de normes nationales

personnes, en particulier des femmes, n'ont généralement pas été pris en considération. La question du travail bénévole n'a pas été abordée non plus lors des discussions sur les heures de travail. Dans le document de travail, on mentionne l'importance du travail non rémunéré pour le bien-être des Canadiens et l'on signale que ce sont les femmes qui assument la plus grande part des responsabilités à ce chapitre. Aucune proposition particulière n'est toutefois formulée au sujet du travail non rémunéré.

Plusieurs groupes et particuliers ont déploré que la valeur du travail non rémunéré effectué à la maison et du travail des bénévoles au sein de la collectivité ne soit pas reconnue et qu'il n'en soit pas tenu compte dans les définitions et les statistiques sur le travail. À maintes reprises, des témoins ont rappelé aux membres du Comité l'apport socio-économique inestimable de cette forme de travail et son importance au regard de la sécurité sociale. Bon nombre ont dit craindre que les compressions visant les programmes sociaux n'entraînent une augmentation du travail non rémunéré que bien des personnes, principalement des femmes, effectuent à la maison et à titre bénévole.

... le bénévolat est indispensable au succès du système de sécurité sociale canadien. Il évite à bon nombre d'avoir à faire appel au système, et c'est un complément aux programmes qu'offre ce dernier; en outre, il permet de cerner à la base les besoins concernant des programmes nouveaux ou différents qui s'ils sont mis en oeuvre tôt, permettent à un plus grand nombre de Canadiens d'être des citoyens responsables et productifs. (Coalition des organisations nationales volontaires)

Certains témoins ont fait valoir que le travail accompli à la maison et au sein de la collectivité est utile à la société et que, par conséquent, on devrait le récompenser par des mesures de soutien du revenu. Sans préconiser sa rétribution, d'autres ont néanmoins souligné la nécessité d'attribuer une valeur économique à ce travail pour qu'il soit davantage reconnu dans la gestion des affaires publiques. Certains ont porté à l'attention des membres du Comité la possibilité d'intégrer le travail domestique et le travail bénévole à une stratégie d'emploi durable.

Régime d'assistance publique du Canada

Le Régime d'assistance publique du Canada, ou RAPC, est entré en vigueur en 1966 pour permettre la négociation d'ententes de partage des coûts avec les provinces et les territoires. Le RAPC assure une partie du financement de l'aide sociale et des services sociaux destinés aux enfants, aux parents, aux personnes âgées ou handicapées et aux chômeurs chroniques.

chômage. Les propositions visant la répartition du travail comprenaient notamment : la réduction ou la suppression des heures supplémentaires; la réduction de la semaine de travail conventionnelle grâce à l'instauration d'une semaine de travail de quatre jours ou de 30 à 35 heures; la mise en oeuvre de programmes de partage d'emploi ou de travail; de plus longues vacances; ou la possibilité de prendre plus facilement des congés. Des Canadiens se sont montrés particulièrement préoccupés par la question des heures supplémentaires et ont rappelé aux membres du Comité que certaines personnes en font beaucoup alors que d'autres n'ont même pas d'emploi rémunéré.

Il faut prendre en considération la nature du travail dans les différentes régions du pays. Il faudrait analyser l'effet conjugué d'une augmentation des heures supplémentaires effectuées par de nombreux employés et de la multiplication des emplois temporaires et à temps partiel, et il faudrait faire de la redistribution des heures de travail une grande priorité... l'instauration d'une semaine de travail moins longue pourrait non seulement entraîner une augmentation de la population active, mais aussi améliorer notre qualité de vie à tous.
(*Fredericton Area Coalition for Social Justice*)

De nombreux groupes et particuliers ont parlé de l'accroissement du travail non conventionnel comme le travail à temps partiel, par quarts, à contrat, à son compte et à domicile. Ils ont mis les membres du Comité en garde : bien que certaines de ces modifications aient été les bienvenues parce qu'elles ont favorisé la création d'emplois et aidé à équilibrer les obligations familiales et professionnelles, la nature du travail non conventionnel et la prolifération de ce dernier pourraient entraîner une augmentation de la précarité de l'emploi et avoir un effet préjudiciable sur la sécurité sociale.

Même si quelques témoins ont exprimé des réserves au sujet d'une augmentation de la réglementation gouvernementale visant les milieux de travail et les conditions d'emploi, la majorité de ceux qui ont abordé la question des horaires de travail souhaitaient que le gouvernement fédéral prenne des mesures pour encourager la réduction des heures de travail et un assouplissement des conditions de travail et qu'il adopte à cette fin des mesures incitatives, des politiques ou des dispositions législatives visant à persuader les employeurs d'apporter des modifications en ce sens et permettant de mettre en oeuvre les changements nécessaires pour tous les employés relevant de sa compétence.

Dans le cadre des discussions sur les heures de travail, le travail domestique non rétribué et la double charge de travail de beaucoup de

travail et qu'elles constituent parfois des obstacles à l'emploi. On y souligne l'importance des conditions de travail plus souples pour les parents qui travaillent. Bien qu'il ne propose pas de solutions particulières au sujet des horaires de travail, le document de travail jette toutefois les bases d'un débat public sur la question.

Il est souvent ressorti des présentations la nécessité d'établir des conditions de travail plus souples, par exemple, les horaires variables, les semaines de travail comprimées et le travail partagé, d'instituer des congés pour obligations familiales, notamment pour prendre soin des enfants et des personnes à charge adultes qui sont malades, ainsi que de réduire les heures de travail. Les témoins ont jugé que pareilles mesures étaient indispensables si l'on veut alléger les lourdes pressions que subissent un nombre croissant de travailleurs qui tentent de concilier les exigences du travail et de la vie familiale, lesquelles sont souvent en concurrence et contradictoires. De nombreux témoins ont fortement insisté sur la nécessité d'adopter des horaires de travail plus souples pour les femmes, étant donné que celles-ci représentent une part de plus en plus importante de la population active, mais qu'elles ne voient pas pour autant réduit le travail non rémunéré qu'elles effectuent à la maison. Le nombre croissant de familles monoparentales, surtout dirigées par des femmes, a aussi fait ressortir davantage les difficultés d'équilibrer le travail rémunéré et celui qui ne l'est pas et, partant, la nécessité de chercher des solutions pour améliorer l'accès à l'emploi.

Des régimes de travail souples permettront aux travailleurs de s'acquitter de leurs responsabilités familiales d'une manière plus conforme aux normes d'équité et de justice qui prévalent à l'heure actuelle. Ils seront non seulement plus en mesure de faire leur part dans le soin des enfants, mais aussi d'intégrer travail, éducation et formation. (Groupe consultatif sur le temps de travail et la répartition du travail)

Les Canadiens ont aussi souligné l'importance des horaires de travail souples pour aider les personnes handicapées et les assistés sociaux à participer à la main-d'œuvre active. Des conditions de travail souples pourraient contribuer à améliorer le bien-être socio-économique général des personnes handicapées et des prestataires de l'aide sociale.

De nombreux témoins se sont dits très inquiets du taux de chômage élevé qui accable le Canada depuis une vingtaine d'années et ils ont souligné la nécessité de trouver des solutions novatrices pour renverser cette tendance et favoriser la création d'emplois, spécialement compte tenu des changements structurels importants que l'on observe à l'échelle mondiale. Plusieurs ont préconisé une réduction des heures de travail et une redistribution du travail comme solutions partielles au grave problème du

recevait apparemment beaucoup d'appui. Cependant, le nombre minimal d'heures travaillées par semaine partait de une heure.

Beaucoup de représentants de la communauté des affaires appuyaient une réduction des cotisations d'assurance-chômage. Peu d'autres groupes ont abordé la question. Un appui mitigé a été donné à l'idée de permettre au compte d'assurance-chômage d'accumuler un surplus lui permettant de ne pas devoir majorer les cotisations en période de récession. Beaucoup de partisans de cette idée ont déclaré qu'il faudrait, dans une telle situation, obtenir des garanties sur l'utilisation du surplus uniquement aux fins de l'assurance-chômage.

En général, les témoins s'opposaient à l'imposition de cotisations pour la masse salariale dépassant la rémunération maximale assurable puisque la proposition contenue dans le document aboutirait à un traitement inégal de différents groupes. Des opinions divergentes ont été exprimées sur l'égalisation proposée des cotisations des employeurs et des employés et sur l'établissement du taux de cotisation selon les antécédents. La proposition d'accorder une remise sur les cotisations n'a pas été discutée en détail, mais elle n'a suscité que peu d'appui.

RÉPARTITION DU TRAVAIL

Dépenses fiscales

Une forte majorité de témoins ont vigoureusement dénoncé l'iniquité du système fiscal canadien. Certains ont affirmé que le fossé de plus en plus large qui sépare les revenus des riches et ceux des pauvres au Canada est en partie attribuable à ces injustices. Après avoir signalé que depuis quelques années, des sociétés très rentables ne payent pas un sou en impôt, beaucoup de Canadiens ont exhorté le gouvernement à examiner de plus près ces sources possibles de recettes, dans sa croisade pour la réduction du déficit, et d'affecter ce qu'il en tirera à des problèmes sociaux qu'il faut de toute urgence résoudre. Les témoins ont également recommandé au gouvernement d'éliminer les échappatoires fiscales afin que les sociétés et les citoyens financièrement à l'aise paient des impôts plus justes.

Les Canadiens ont clairement affirmé qu'il fallait sérieusement se pencher sur toutes les possibilités qu'offrent le réaménagement des horaires de travail et l'assouplissement des conditions de travail pour réduire le chômage et aider les travailleurs à concilier leur emploi et leurs responsabilités familiales. Les Canadiens attendent du gouvernement des mesures susceptibles d'amener des solutions justes.

Dans le document de travail, on explique que les conditions de travail peuvent avoir des répercussions sur la vie des gens et leur productivité au

commission s'oppose fortement à tout type de système à deux niveaux qui pénaliserait les travailleurs qui, de temps à autre, se retrouvent sans emploi pour des raisons qui échappent entièrement à leur volonté. (Commission de mise en valeur de la main-d'oeuvre de la Nouvelle-Écosse)

La création d'un régime d'assurance-chômage à deux niveaux pour les utilisateurs fréquents et les utilisateurs occasionnels, les prestations fondées sur le revenu familial et le supplément de revenu sont toutes des propositions de modifications qui commencent à estomper la distinction entre l'assurance sociale et l'assistance sociale. Elles violent le principe de base des régimes d'assurance sociale selon lequel l'admissibilité de tout Canadien aux prestations dépend du paiement préalable de cotisations . . . [et] elles établiraient un précédent menaçant pour les autres programmes sociaux à cotisations. . . (Social Planning Council of Metropolitan Toronto)

Même si plus de gens l'appuyaient, la deuxième option n'était pas non plus favorisée par la majorité. Dans un tel contexte, la majoration du niveau des prestations pour les petits salariés et le maintien de normes d'admissibilité liées au taux de chômage régional ainsi que de la structure actuelle des prestations étaient préconisés.

Il est vrai que le resserrément des critères d'admissibilité à l'assurance-chômage ou la réduction du niveau des prestations réduirait le nombre de prestataires, mais cela n'allègerait en rien les épreuves et le fardeau financier des sans-emploi. (Fédération canadienne du travail — Conseil de l'Ontario)

Parmi la minorité de personnes préconisant une réforme selon la deuxième option, certaines appuyaient le resserrément des normes d'admissibilité et le raccourcissement de la période de prestations. Certains estimaient que le Régime d'assurance-chômage devrait renoncer aux normes variables d'admissibilité pour adopter une norme uniforme (par exemple 20 semaines de rémunération assurable). Il a été suggéré d'envisager d'allonger la période d'attente, de fonder une norme d'admissibilité sur les heures et de prolonger la période de référence.

Le Comité a entendu des opinions divergentes sur les propositions du document de travail ayant trait à la modification de la couverture de l'assurance-chômage. À l'exception d'un groupe restreint qui demandait le maintien ou la réduction de la couverture actuelle des travailleurs à temps partiel, l'élargissement de cette couverture aux travailleurs à temps partiel

Le document de travail précise que toute «économie» résultant directement de la réforme de l'assurance-chômage ou de la rationalisation de son administration servirait à abaisser les taux de cotisation ou à améliorer les activités de développement de l'emploi.

Les Canadiens estiment que des modifications à l'assurance-chômage sont nécessaires. Le contexte économique et les structures fondamentales du régime se retrouvent au coeur de nombreux problèmes soulevés dans le document de travail. Le Comité tient à rappeler aux Canadiens que, dans *La sécurité sociale dans le Canada de demain*, on reconnaît que «les personnes qui ont recours au Régime d'assurance-chômage ne sont pas à blâmer pour ces difficultés, qui découlent souvent du système lui-même» (p. 48).

La majorité des témoins qui ont comparu devant nous étaient contre l'idée de transformer les structures de base du régime d'assurance-chômage exposée dans la première option. La critique probablement la plus souvent entendue est que, en établissant une distinction entre une assurance de base et des prestations d'aide à l'adaptation, on crée deux classes de prestataires et on s'éloigne d'un système d'assurance sociale. Étant donné la précarité de l'emploi dans certains groupes de notre société, et ce, sans qu'ils en soient nullement responsables, beaucoup ont jugé que la fréquence d'utilisation du régime était un mauvais critère pour établir l'admissibilité aux prestations. On a également mentionné que rien ne laissait supposer que le critère proposé, lequel ne tient aucun compte de la durée des prestations, permettrait efficacement d'identifier les personnes ayant besoin d'aide à l'adaptation. Il importe cependant de noter que des sondages ont maintes fois montré que la majorité des Canadiens souscrivent au principe d'un niveau de prestations inférieur pour les personnes qui ont régulièrement recours à l'assurance-chômage.

Par ailleurs, jugée particulièrement préjudiciable aux femmes, l'idée d'établir les prestations d'assurance-chômage en tenant compte du revenu familial a été, rejetée par la majorité. De plus, la proposition visant à rendre l'admissibilité aux prestations d'aide à l'adaptation et leur niveau conditionnels à la participation à des programmes d'emploi a été perçue comme une forme de programme de travail obligatoire, concept ayant en général été rejeté. Certains ont aussi jugé la première option trop coûteuse pour les régions et les secteurs fortement tributaires d'activités saisonnières.

Il faut bien comprendre que l'économie de la Nouvelle-Écosse est unique et que, contrairement à celle de beaucoup de provinces et de régions du Canada, elle repose dans une proportion égale à deux fois la moyenne nationale sur des activités saisonnières. En dehors des centres urbains, le travail saisonnier offre bien souvent le principal type d'emplois. Notre

et le taux de chômage régional, varie de 14 à 50 semaines. Le taux des prestations dépend de la rémunération assurable du prestataire et, s'il en a, des personnes à sa charge. Les prestataires qui n'ont pas de personnes à charge ou dont la rémunération assurable représente plus de la moitié de la rémunération assurable maximale ont droit à un taux de prestations de 55 p. 100. Les prestataires qui ont des personnes à charge et dont la rémunération assurable est inférieure à la moitié du maximum ont droit à un taux de prestations de 60 p. 100. En 1995, la prestation hebdomadaire maximale des prestataires du premier groupe sera de 448 \$, tandis qu'elle sera de 245 \$ pour les prestataires du deuxième groupe. La rémunération hebdomadaire assurable maximale sera de 815 \$ pour 1995. Cette année, le taux de cotisation des travailleurs sera de 3 \$ par tranche de 100 \$ de rémunération assurable. Puisque le taux de cotisation des employeurs correspond à 1,4 fois celui des salariés, ils paieront, en 1995, 4,20 \$ par tranche de 100 \$ de rémunération assurable des salariés.

Le document de travail propose deux options pour la réforme de l'assurance-chômage et soulève quelques questions sur le financement du régime. Selon la première option, deux types d'assurance seraient créés : un pour les prestataires occasionnels («assurance de base») et un autre («aide à l'adaptation») pour les prestataires fréquents (peut-être trois demandes en cinq ans). Le régime d'assurance de base fonctionnerait sensiblement comme le régime actuel, tandis que sous le régime d'aide à l'adaptation, les prestations seraient inférieures et probablement conditionnelles, et pourraient éventuellement être établies en fonction du revenu familial ou liées à la participation à des activités de développement de l'emploi.

La deuxième option se traduirait tout d'abord par un changement des critères d'admissibilité et de la structure des prestations actuels. Le nombre de semaines ouvrant droit aux prestations augmenterait, le taux des prestations à deux niveaux serait probablement abaissé et la période de versement du maximum des prestations serait peut-être raccourcie.

Compte tenu de la tendance dans les emplois non conventionnels, les règles actuelles de couverture excluent de plus en plus de travailleurs. Le document de travail souligne la nécessité d'examiner la protection des travailleurs à temps partiel, de ceux qui occupent des emplois multiples et des travailleurs autonomes. Les autochtones demandent que leurs activités traditionnelles, comme la chasse et le piégeage, soient assurables.

Le document aborde également différentes modifications qui sont envisageables et qui concernent le financement, notamment la méthode d'établissement des cotisations, la partie de la masse salariale couverte par les cotisations, les taux de cotisation des employeurs et des salariés, l'établissement des taux selon les antécédents et un système de remboursement des cotisations aux employeurs qui donnent une formation.

Nous ne demandons rien de plus que ce que le document de travail propose : les moyens de se réaliser, des chances équitables de contribuer comme tout autre citoyen à la vie sociale du pays... Essentiellement, comme Canadiens, la chance de mener une vie utile et active dans la société, peu importe la gravité du handicap.

(Alberta Association for Community Living)

3) Améliorer la sécurité et l'équité

Assurance-chômage

Les témoins ont également dit au Comité que le régime d'assurance-chômage devait être réformé, mais l'orientation à donner à une telle réforme était loin de faire l'unanimité. Le Comité avait constaté la même différence de vues à la première étape de ses consultations. Les partisans d'un régime plus petit et mieux ciblé soutiennent que le régime actuel contribue à accroître le chômage en raison des normes d'admissibilité, de la structure des prestations et du mode de financement du régime. Dans certains cas, l'assurance-chômage sert de programme de supplément de revenu, ce qui, selon certains, s'éloigne nettement de l'objet initial et de la vocation de l'assurance-chômage. Beaucoup d'autres ont appelé au Comité que, devant la montée du chômage, le soutien du revenu qu'apporte l'assurance-chômage est capital pour le bien-être économique de nombreux Canadiens, notamment dans les régions de notre pays où le chômage est élevé. D'autres ont encore soutenu que nous avions les moyens de nous offrir le régime actuel d'assurance-chômage qui s'autofinance, ajoutant qu'un programme d'indemnité salariale mieux ciblé était inutile.

Depuis sa création, en 1940, l'assurance-chômage constitue un élément clé du système canadien de sécurité sociale. On peut même dire qu'il s'agit de l'un des premiers piliers de ce système. Aujourd'hui, l'assurance-chômage est le plus gros programme du gouvernement fédéral et sa deuxième source de recettes en importance; en 1994, les dépenses de l'assurance-chômage s'élevaient à plus de 17 milliards de dollars et ses recettes à plus de 19 milliards. De nombreux témoins ont contesté le fait que le régime d'assurance-chômage fasse partie des comptes budgétaires du gouvernement et ont nié qu'il soit responsable du déficit, car il est entièrement financé par les cotisations des employeurs et des employés, lesquelles sont versées dans un compte spécial.

Actuellement, les travailleurs doivent accumuler entre 12 et 20 semaines d'emploi assurable, tout dépendant du taux de chômage régional. La durée maximale des prestations, calculée d'après le nombre de semaines travaillées

Aide aux personnes handicapées

D'après le document de travail, le Programme sur la réadaptation professionnelle des personnes handicapées est dépassé. En vertu de ce programme, le gouvernement fédéral rembourse 50 p. 100 des coûts admissibles supportés par les provinces et les territoires pour réaliser des programmes permettant aux personnes handicapées de trouver et de conserver un emploi.

Des changements précis sont proposés dans le document de travail et dans le document d'information sur les personnes handicapées. Par exemple, les ressources pourraient être affectées principalement aux programmes réguliers de formation de haute qualité et aux possibilités d'emploi. Il serait également possible d'améliorer les liens entre le Programme et d'autres programmes de préparation à l'emploi afin de multiplier les possibilités offertes. De plus, des liens pourraient être établis avec les employeurs en matière de placement et de maintien de l'effectif.

*On décourage les personnes handicapées de chercher du travail
puisque on les oblige à être admissibles au soutien du revenu pour
toucher des prestations liées à leur incapacité. (Lower Mainland
Community Based Services Society)*

De nombreux groupes autochtones ont souligné que les autochtones handicapés sont doublement défavorisés lorsqu'ils cherchent à obtenir et garder un emploi, puisqu'ils font face à la fois à la discrimination culturelle et raciale et aux barrières psychologiques qui limitent leur égalité d'accès au marché du travail. Le nombre proportionnellement plus élevé d'autochtones handicapés, par rapport au reste de la population, accentue le problème. D'après l'Enquête auprès des peuples autochtones effectuée en 1991, 31 p. 100 des adultes de 15 ans ou plus qui s'identifiaient à un groupe autochtone présentaient un problème de santé chronique diagnostiqué par un professionnel de la santé, soit deux fois le taux national de 15 p. 100.

Il a également été question de la «réinsertion au travail», un programme de réintégration interne qui comporte trois éléments : la prévention, la réadaptation et l'intégration. Il s'agit d'un plan individualisé de réadaptation et de retour au travail pour permettre à l'employé de reprendre le poste qu'il occupait avant son accident ou sa maladie, peu importe que son incapacité soit temporaire ou permanente.

Certains témoins se sont dits en faveur du Programme de réadaptation professionnelle des personnes handicapées, et d'autres ont proposé des améliorations possibles, par exemple : un financement accru, un processus d'appel bonifié auquel participe le consommateur et une plus grande souplesse dans les échéanciers des programmes.

prosperité et la maintenir, une transition plus douce de l'école au marché du travail ne peut certainement être qu'avantageuse pour les Canadiens. Des témoignages ont souligné l'importance des liens entre tous les intéressés — les étudiants, les enseignants, les employeurs, les syndicats, les collectivités et les gouvernements — pour rendre la transition plus efficace.

Si le passage de l'école au marché du travail est important, il en est de même de la transition d'un emploi à un autre. À cet égard, la transférabilité des qualifications est un facteur crucial. Il peut s'agir d'un problème particulièrement important pour les immigrants; ceux-ci peuvent en effet se heurter à des obstacles à l'emploi si la formation qu'ils ont reçue à l'étranger n'est pas reconnue. Le document de travail évoque la possibilité de créer un Carnet de formation, un document faisant état des expériences d'apprentissage de son détenteur ainsi que de ses titres professionnels et attestations de compétence. Des témoignages ont appuyé cette idée qui, estiment-ils, accroît la mobilité des personnes formées.

La technologie nouvelle peut élargir l'accès des Canadiens à l'acquisition continue du savoir. Certains témoignages ont dit que, par rapport à l'acquisition continue du savoir, le gouvernement fédéral pourrait jouer un rôle clé en mettant au point cette technologie et en encourageant son utilisation. Les membres du Comité se sont fait dire que l'autoroute électronique et le télé-enseignement pourraient faciliter l'accès de nombreux Canadiens à l'acquisition continue du savoir.

De nombreux témoins autochtones ont appuyé l'idée du télé-enseignement. Dans le mémoire qu'elle a présenté au Comité, l'Association des femmes autochtones du Québec explique que, selon elle, des programmes de télé-enseignement de grande qualité destinés aux femmes autochtones pourraient permettre à celles-ci d'améliorer considérablement leurs compétences, d'une manière qui occasionnerait moins de pertes de temps en déplacements et moins de perturbations pour leur maisonnée.

Enfin, pour être concurrentiels sur les marchés mondiaux de demain, les Canadiens doivent avoir de l'information sur la technologie et les méthodes qu'utilisent nos partenaires commerciaux et nos concurrents. Selon le document de travail, en accordant plus d'importance à la formation à l'étranger, par l'augmentation du nombre de Canadiens qui étudient à l'extérieur ou du nombre d'étrangers qui étudient au Canada, on pourrait améliorer notre compétitivité à l'échelle mondiale. Même s'il n'y a pas beaucoup de témoins qui ont abordé cette question, les membres du Comité ont été encouragés à appuyer les échanges internationaux, aussi bien d'étudiants que de professeurs.

droit à une aide fiscale pour encourager les particuliers à investir dans l'acquisition continue du savoir. De nombreux témoins ont expliqué que le fait de puiser dans un REER pour financer ses études diminuerait les fonds disponibles au moment de la retraite et que les étudiants et les petits salariés ne bénéficieraient guère de cette proposition puisque très peu d'entre eux cotisent à un REER.

Les REER, ..., devraient demeurer disponibles pour la retraite : une famille ne devrait pas avoir à choisir entre l'éducation et une vieillesse confortable. (Municipalité d'Iqaluit)

Certains témoins ont appuyé l'idée d'un impôt à l'intention des diplômés, d'une surtaxe sur le revenu des diplômés d'établissements d'enseignement postsecondaire d'hier et d'aujourd'hui. Grâce à cet impôt, les diplômés aux revenus plus élevés, qui ont retiré des avantages financiers plus importants de leur éducation, paieraient un montant relativement plus élevé. Les impôts ainsi perçus pourraient être versés dans un fonds destiné exclusivement aux dépenses visant l'enseignement supérieur.

Durant le processus de consultation, il a été peu question de la recherche universitaire et des conseils subventionnaires du Canada. Des témoins, dont de nombreux administrateurs d'universités, ont toutefois dit à maintes reprises qu'une réduction du financement serait désastreuse pour la recherche universitaire et, au bout du compte, pour la prospérité socio-économique du Canada; en réalité, certains ont préconisé une augmentation du financement actuellement consenti à ce chapitre. Des témoins ont aussi appuyé une proposition de l'Association des universités et collèges du Canada, qui recommande que 500 millions de dollars soient accordés annuellement pour soutenir l'infrastructure de recherche. Certains ont souligné l'importance du financement que le gouvernement fédéral octroie pour soutenir l'infrastructure de recherche des universités, rappelant l'appui de longue date que ce palier de gouvernement accorde à la recherche ainsi que l'importance de la recherche universitaire pour le développement économique de notre pays.

Autres questions liées à l'acquisition continue du savoir

Le gouvernement fédéral joue un rôle direct dans le financement de l'enseignement postsecondaire, mais il pourrait aussi appuyer les efforts des provinces visant à encourager l'acquisition continue du savoir. Le document de travail met en lumière un certain nombre de secteurs où le gouvernement fédéral pourrait contribuer à l'acquisition continue du savoir.

À l'aube du XXI^e siècle, alors que le passage constant du milieu scolaire ou de formation au milieu de travail devient indispensable pour atteindre la

compte des provinces, peut-être en abolissant le caractère inconditionnel du financement global ou en établissant des normes nationales. Certains témoins ont aussi recommandé que le gouvernement fédéral se réapproprie le pouvoir d'imposition qu'il a cédé aux provinces et qu'il verse plutôt des paiements de transfert uniquement en espèces. Par contre, un autre témoin a proposé de consentir tout le financement fédéral sous forme de points d'impôt, pour garantir la croissance à long terme du financement des établissements d'enseignement postsecondaire. Parmi les autres recommandations, il a été proposé de ne plus calculer le financement en fonction de la population d'une province, mais bien en fonction de son nombre d'étudiants.

Des témoins ont proposé d'autres solutions pour améliorer l'accès à l'enseignement postsecondaire, dont une taxe sur l'éducation ou la formation ainsi que l'exécution de réformes administratives au sein des collèges et des universités, afin de réaliser des économies qui, à leur tour, pourraient servir à limiter les hausses des droits de scolarité.

Certains témoins ont proposé des façons d'atténuer les répercussions négatives d'un régime de PRRR. Ainsi, on pourrait prévoir des subventions en fonction des ressources des étudiants, une période ou un âge au-delà duquel les prêts non remboursés feraient l'objet d'une remise de dette, la subvention des paiements d'intérêts pendant que les étudiants fréquentent un établissement d'enseignement, un plafond de dette, un processus d'appel pour les étudiants aux prises avec des dettes impossibles à gérer, une limite maximale de taux d'intérêt, un seuil de revenu minimum à atteindre avant que le remboursement ne commence, la négociation du remboursement des prêts une fois les études terminées et le transfert de fonds limités aux établissements d'enseignement postsecondaire, pour leur permettre de maintenir leur infrastructure.

Je trouve que les prêts proportionnels au revenu présentent plusieurs avantages. De plus en plus d'étudiants sont des gens d'âge mûr qui ne peuvent plus se tourner vers leurs parents, qui sont morts ou très âgés, pour obtenir de l'aide. Cela ne convient pas du tout lorsque les enfants sont dans la trentaine et que leurs relations avec leurs parents ont changé. De plus, comme un nombre croissant de personnes retourneront aux études dans le cours de leur vie, il faut pouvoir répondre à leurs besoins.

(l'Alberta)

Il n'y a pas eu d'appui généralisé en faveur de l'utilisation élargie des RBER pour financer l'éducation. Certains témoins ont dit que les RBER devraient être plus souples, mais d'autres ont préconisé des mesures donnant

les femmes, les personnes handicapées, les autochtones et les membres des minorités visibles. Un salaire relativement moins élevé et une participation interrompue à la population active pourraient se traduire par des périodes de remboursement plus longues et par des coûts d'intérêt plus importants. Des témoins ont dit craindre que l'éducation ne soit accessible qu'aux privilégiés et que l'objectif d'un accès accru à l'enseignement supérieur ne soit pas atteint.

Selon certains, un régime de PRRR aurait aussi des effets préjudiciables sur les établissements d'enseignement postsecondaire. Ainsi, on pourrait assister à une restriction de certains champs d'études si les étudiants lourdement endettés ne s'inscrivaient que dans des domaines leur permettant d'espérer des salaires élevés une fois sur le marché du travail. Finalement, certains départements pourraient disparaître, et des établissements d'enseignement postsecondaire pourraient fermer leurs portes. D'autres témoins ont parlé des répercussions sur les régions des propositions énoncées dans le document de travail.

Une réduction des subventions de fonctionnement aux établissements d'enseignement postsecondaire pourrait entraîner une baisse du nombre de places disponibles, ce qui, en soi, limite l'accès. Elle pourrait aussi amener les autorités à réaffecter au recrutement des étudiants les fonds servant à l'acquisition de matériel pour les bibliothèques et les laboratoires, cela, pour maximiser les recettes provenant des droits de scolarité. On pourrait aussi revoir à la baisse les critères d'admissibilité pour accroître au maximum le nombre d'inscriptions, et partant, les droits de scolarité. Qui plus est, une réduction du financement pourrait se traduire par l'utilisation de ressources et de matériel désuets, par des classes plus nombreuses et par une réduction des services de bibliothèque, des services aux étudiants et d'autres services, autant de facteurs qui pourraient finalement nuire à la compétitivité du Canada à l'échelle mondiale. Enfin, les établissements d'enseignement postsecondaire pourraient avoir plus de difficultés à faire leur planification financière, en raison des incertitudes quant au nombre exact d'inscriptions et aux revenus de scolarité en découlant.

Les compressions visant le financement universitaire ne peuvent que porter préjudice à l'infrastructure de recherche de notre pays. La création d'un système universitaire à deux niveaux en vertu duquel la recherche serait absente de certaines universités régionales est risquée; elle sonnera le glas de notre système universitaire national. (Association des professeurs de l'Université Memorial de Terre-Neuve)

Un certain nombre de témoins se sont dits en faveur du système de financement actuel, mais ont recommandé d'accroître l'obligation de rendre

Cependant, je pense que cette formule comporte un mauvais côté qu'il faut reconnaître... les gens dont les revenus de leur vie active sont plus faibles prendront plus de temps à rembourser leurs emprunts. Cela constitue une discrimination catégorique contre ces gens. (Association des étudiants du Collège universitaire de Saint-Boniface)

La Fédération des étudiants de l'Université du Manitoba considère qu'il est essentiel que le gouvernement fédéral maintienne son soutien à l'enseignement postsecondaire sous forme de subventions. Nous approuvons également l'augmentation des prêts aux étudiants et la mise en place d'un régime soigneusement structuré de remboursement des prêts en fonction du revenu à la condition, toutefois, que le gouvernement ne se contente pas de décharger de son propre fardeau sur le dos des étudiants. (Fédération des étudiants de l'Université du Manitoba)

Les témoins ont certainement relevé de nombreux avantages et inconvénients d'un régime de PRRR. Voici certains des avantages signalés : les fonds octroyés aux universités refléteraient davantage le nombre d'étudiants inscrits; les coûts seraient transférés des contribuables aux étudiants, ces derniers bénéficiant directement de leur éducation; il y aurait une concurrence accrue et un enseignement de meilleure qualité, car les étudiants «magasinneraient» avant de choisir un établissement d'enseignement; on rendrait davantage de comptes aux étudiants; les adultes qui étudient auraient accès aux prêts; il y aurait moins de défauts de paiement en raison des périodes de remboursement plus longues et plus souples et du lien avec l'impôt sur le revenu; enfin, le système d'enseignement postsecondaire serait plus hétérogène, car les universités seraient en concurrence pour recruter des étudiants aux besoins variés. Comme l'a souligné le Syndicat de la fonction publique : «L'acquisition continue du savoir ne devrait pas être synonyme d'endettement à vie.»

De nombreux témoins ont toutefois formulé l'hypothèse qu'un des principaux inconvénients d'un programme de PRRR serait une réduction de l'accès à l'éducation, à cause d'une hausse spectaculaire des frais de scolarité et de l'endettement des étudiants. Certains témoins ont dit que les frais de scolarité élevés limiteraient l'accès, indépendamment des régimes de prêts mis en place; d'autres ont fait valoir que, à long terme, le lourd endettement des étudiants pourrait avoir des répercussions sur l'achat de maisons, de voitures et d'autres biens de consommation durables, et partant, sur l'économie. L'accès pourrait constituer un problème particulier pour les personnes qui font face à des obstacles sur le marché du travail, notamment

Je vais maintenant parler brièvement des prêts à remboursement relatif au revenu. Nous sommes favorables au principe du remboursement relatif au revenu. Pourquoi pas? C'est une bonne idée. Une fois que les étudiants auront obtenu leur diplôme, ils vont soit être en chômage, soit être sous-employé. S'ils sont en mesure de rembourser leurs prêts en fonction de leur revenu, cela réduira le nombre de prêts impayés. (Syndicat des étudiants de l'Université de Calgary)

Le document de travail fait aussi état de diverses possibilités envisageables dans le cadre d'un programme de prêts élargi, par exemple : offrir une garantie gouvernementale pour les prêts consentis par des établissements financiers du secteur privé; accorder directement des prêts fédéraux, ou des prêts provinciaux, si c'est ce que les provinces préfèrent; créer une société d'État indépendante, peut-être conjointement avec les provinces intéressées.

Le document de travail évoque aussi la possibilité d'assouplir davantage les régimes enregistrés d'épargne-retraite (REER) pour encourager l'épargne personnelle en vue de l'acquisition continue du savoir. Dans le cadre d'un programme qui pourrait ressembler au Programme pour acheteurs d'une première maison, les particuliers pourraient puiser dans leur REER les fonds dont ils ont besoin pour payer leurs frais de scolarité ou de subsistance pendant qu'ils sont inscrits à un programme autorisé d'études ou de formation. Le document explique qu'une combinaison de ces approches pourrait aussi être une solution de rechange au système actuel.

L'importance de l'accessibilité à un enseignement et à une formation de qualité a souvent été mentionnée durant les consultations. L'acquisition continue du savoir est non seulement avantagieuse sur le plan individuel, mais elle est aussi importante pour la prospérité économique et la compétitivité du Canada à l'échelle mondiale. Le financement de l'EPS est un aspect fondamental de l'accessibilité à cet enseignement.

La proposition visant à réorienter l'aide fédérale au titre de l'enseignement postsecondaire vers les étudiants, grâce à un régime de PRRR, a suscité toutes sortes de réactions chez les témoins. Certains groupes et particuliers ont appuyé l'idée des PRRR, mais d'autres témoins, notamment de nombreux groupes d'étudiants, mais pas tous, ont dit que pareille proposition était dépourvue d'intérêt. D'autres se sont dits en faveur de la proposition avec certaines réserves, estimant que le document de travail n'expliquait pas suffisamment en détail les véritables paramètres d'un tel régime.

Je reconnais que ce programme tient compte du niveau de revenu et que c'est essentiellement une bonne idée.

modes de financement de l'EPS. À cette fin, le document de travail présente des solutions possibles pour le financement à venir de l'enseignement postsecondaire par le gouvernement fédéral.

Si l'on reconnaît que le secteur privé, les étudiants et les pouvoirs publics sont les principaux bénéficiaires de l'éducation postsecondaire, alors il convient apparemment que la responsabilité du financement des établissements d'enseignement supérieur soit partagée par tous les trois.

(Winnipeg Students' Association)

Dans le document de travail, on fait état de deux solutions concernant la composante en espèces du financement fédéral de l'EPS. En vertu de l'une d'elles, la composante en espèces du financement fédéral de l'EPS continuerait de diminuer de sorte que, dans dix ans, tous les transferts visant cet enseignement dans le cadre du FPE seraient sous forme de points d'impôt. Le gouvernement pourrait par ailleurs réorienter ses dépenses concernant le financement des établissements d'enseignement postsecondaire par le biais des provinces vers un système plus généreux et restreint de prêts et de bourses consentis aux particuliers. Une des suggestions formulées à cet égard concerne la création de prêts à remboursement relatif au revenu (PRRR).

Dans le cadre d'un régime de PRRR, on pourrait utiliser les ressources fédérales pour consentir ou garantir des prêts à des particuliers. L'accès au financement servant à payer les frais de scolarité ne dépendrait pas des besoins, et le remboursement des prêts ne commencerait que lorsque l'emprunteur a terminé ses études et qu'il est entré sur le marché du travail. À ce moment-là, la période de remboursement serait établie en fonction de la capacité de payer de l'emprunteur, d'après son revenu. Les PRRR pourraient être intégrés au système de perception de l'impôt sur le revenu. Ainsi, les remboursements pourraient être retenus à la source, sur chaque chèque de paie, en même temps que l'impôt sur le revenu. De la même façon qu'elles peuvent se dissocier du programme actuel de prêts aux étudiants, les provinces pourraient refuser d'adhérer au régime de PRRR et mettre en place leur propre programme.

Le document de travail explique que, comme variation possible de l'idée de base d'un régime de PRRR, on pourrait conserver le programme actuel d'aide consentie en vertu du PCPE, mais en le réservant aux personnes ayant besoin d'aide financière pour payer leurs frais de scolarité ou de subsistance, les PRRR pouvant servir à compenser les futures hausses de frais de scolarité et à étendre l'accès aux personnes n'ayant actuellement pas droit à une aide en vertu des programmes existants. Une autre possibilité consisterait à intégrer le programme de prêts actuel à un régime de PRRR.

matière d'apprentissage, les programmes de transition de l'école au marché du travail, la mobilité des étudiants et la formation à l'étranger deviendront les marques d'une société privilégiant le savoir: (Administration, Association des professeurs et Association des étudiants de l'Université Simon Fraser)

Dans le document de travail, on mentionne fréquemment que l'acquisition continue du savoir est un gage important de notre prospérité économique à venir. Les propositions du document de travail sur le financement de l'enseignement postsecondaire visent à accroître l'accès de tous les Canadiens à cet enseignement.

Les Canadiens reconnaissent l'importance de l'éducation par rapport à leur qualité de vie, à la croissance économique du Canada et à notre compétitivité à l'échelle mondiale. Le gouvernement fédéral reconnaît quant à lui l'importance d'une main-d'œuvre hautement spécialisée et adaptable pour assurer notre prospérité nationale. Actuellement, il participe au financement de l'enseignement postsecondaire (EPS) en transférant aux provinces des fonds et des points d'impôt dans le cadre du Financement des programmes établis (FPE) et par l'entremise du Programme canadien de prêts aux étudiants (PCPE). Il finance aussi des conseils subventionnaires fédéraux.

Parmi les conséquences du budget fédéral de 1994, mentionnons que, à compter de 1996-1997, les transferts aux provinces au titre de l'EPS seront, au mieux, plafonnés à leur niveau de 1993-1994. Ainsi, les provinces recevront une part croissante de leurs transferts sous forme de points d'impôt, et la part qu'elles reçoivent en espèces devrait être ramenée progressivement à zéro d'ici dix ans; quant aux points d'impôt, ils demeureront toutefois à perpétuité.

Actuellement, le gouvernement fédéral verse au titre de l'EPS environ 8 milliards de dollars par année, dont quelque 6,1 milliards de dollars dans le cadre du FPE. Ce dernier montant comprend 3,5 milliards de dollars en points d'impôt et 2,6 milliards de dollars en espèces. Le montant d'environ 1,9 milliard de dollars d'aide fédérale qui reste comprend 500 millions de dollars qui sont octroyés dans le cadre du PCPE, ainsi que le financement pour les bourses de recherche consenties par les conseils subventionnaires fédéraux.

À l'aube du XXI^e siècle, le gouvernement canadien doit attribuer les ressources fédérales limitées en matière d'éducation d'une manière qui maximise les possibilités de s'instruire pour l'ensemble des Canadiens. Le système de financement actuel ne nous permet peut-être pas de relever ce défi de la façon la plus efficace qui soit, et il nous faut examiner d'autres

Cette façon de faire [un compte unifié] enchevêtrerait davantage les fonds de l'assurance-chômage aux autres recettes du gouvernement et embrouillerait plus qu'elle ne clarifierait l'utilisation qui est faite des cotisations d'assurance-chômage. Les cotisants ont droit, au minimum, à une comptabilité distincte et transparente des fonds de l'assurance-chômage. Le compte d'assurance-chômage devrait être dissocié de la comptabilité générale des recettes et des dépenses du gouvernement. (Centre canadien du marché du travail et de la productivité)

Nous suggérons que les fonds de formation provenant du budget des utilisations productives et ceux provenant du Trésor soient regroupés [...] en assurant un meilleur contrôle des dépenses, une plus grande transparence des programmes, des vérifications comptables rigoureuses des dépenses et des évaluations régulières des programmes. (Chambre de commerce du Canada)

ENSEIGNEMENT POSTSECONDAIRE

Le principe de l'acquisition continue du savoir a généralement été accueilli favorablement par les témoins, ceux-ci reconnaissant l'importance d'une actualisation constante des compétences comme gage d'un emploi dans l'avenir. Même si le document de travail traitait principalement du financement de l'enseignement postsecondaire, d'autres questions ont aussi été abordées, par exemple, la nécessité de faciliter la transition de l'école au marché du travail, la nécessité d'accroître la transférabilité des compétences acquises, le rôle de la technologie par rapport à l'élargissement de l'accès au savoir et les possibilités de formation à l'étranger.

Tout comme le document de travail, les témoins ont surtout traité du financement de l'enseignement postsecondaire.

L'ère de l'information est bel et bien amorcée, et la vitesse à laquelle nous acquérons de nouvelles connaissances exige un engagement relatif à l'acquisition continue du savoir. Le Canada doit devenir une société propice à l'apprentissage, et les universités canadiennes doivent inculquer une connaissance fondamentale aux étudiants de tout âge, qu'ils étudient à plein temps ou à temps partiel, celle d'apprendre comment apprendre. Comme on le mentionne dans le document de travail, l'éducation récurrente, les innovations technologiques en

En créant de nouveaux services de développement de l'emploi, il faut tout d'abord prendre en considération les répercussions que cela aura sur les membres des groupes d'équité désignés et sur leur accès à de tels programmes. Le gouvernement doit bien préciser que la participation des groupes désignés est prioritaire dans la prestation de toute aide publique aux travailleurs et travailleuses, ainsi que dans tous les programmes destinés aux employeurs. (Commission canadienne de mise en valeur de la main-d'oeuvre)

Des témoins ont exprimé leur appui à l'idée d'accorder aux provinces davantage de responsabilités en matière de SDE, particulièrement en formation, mais d'autres ont exprimé quelques inquiétudes devant l'inexistence de normes nationales de certification professionnelle. À cet égard, des témoins ont souligné que nous devons faire en sorte que les travailleurs, en plus de pouvoir se perfectionner, puissent aussi faire reconnaître leurs titres de compétence partout au pays.

Actuellement, au Canada, une multitude de services fédéraux, provinciaux, municipaux et privés fournissent la formation professionnelle et les services liés à l'aide sociale. Cela entraîne des chevauchements coûteux [...] La réforme de ces services devrait être guidée par la volonté d'éliminer les doublons inutiles. L'idée du «guichet unique» devrait être un des grands objectifs de la réforme. (Caledon Institute of Social Policy)

Le concept de soutien du revenu conditionnel a été rejeté par la majorité. Beaucoup ont jugé la notion de «programme de travail obligatoire» déraisonnable et ont dit que c'était tout simplement un moyen d'assurer la disponibilité d'une main-d'oeuvre à bon marché. Il faut cependant souligner que certains voyaient dans le soutien du revenu conditionnel un moyen plus «actif» d'aider les gens à réintégrer la population active.

Si beaucoup de témoins ont reconnu la nécessité de rendre les SDE plus efficaces et de mieux les administrer, la proposition du gouvernement de financer des SDE améliorés a reçu moins d'appuis. Cela s'explique en grande partie parce que l'on estime que l'assurance-chômage constitue un soutien du revenu tandis que les programmes «actifs» doivent être financés par les recettes du gouvernement et non par les cotisations d'assurance-chômage. Beaucoup de tenants de cette position ont dit croire que les programmes actifs vont bien au-delà des indemnités à court terme auxquelles devraient servir les cotisations d'assurance-chômage. Un point de vue opposé, quoique moins catégorique, a été présenté au Comité.

De très nombreuses suggestions ont été formulées. Certains se disaient d'avis qu'il fallait mettre davantage l'accent sur la formation de base. Pour que la formation soit mieux adaptée et reflète davantage les besoins des marchés du travail locaux, il faut associer plus étroitement au processus les entreprises, la main-d'oeuvre et les autres groupes locaux intéressés. Il faut également que les SDE soient mieux adaptés aux besoins particuliers des personnes et qu'ils aident à surmonter les obstacles personnels comme le manque d'estime de soi et les difficultés d'apprentissage.

signe de précarité et d'incertitude du côté financier. (Conseil canadien de la coopération)

... L'autonomie, l'estime de soi, la confiance, la liberté d'action, la responsabilité personnelle et la réalisation du potentiel humain deviennent la marque de notre investissement dans chaque individu, parallèlement à l'acquisition de compétences et à l'emploi. (YMCA Canada)

Dans le cas des femmes, un système de formation de haut calibre doit être axé sur l'étudiante ou la cliente; il repose sur un contenu intégré, une variété de modèles, des services d'orientation et des ressources suffisantes. Un système de qualité tient compte des besoins et des intérêts immédiats et futurs des étudiantes, des employeurs et du milieu dans un sens large, et il comporte un bon volet de perfectionnement. (National Women's Reference Group on Labour Market Issues)

Des témoins ont aussi exprimé leur soutien au concept d'apprentissage et d'éducation permanente, c'est-à-dire à l'acquisition continue du savoir, pour faciliter la transition entre la formation et l'emploi. Beaucoup ont souligné qu'il était important que cela se fasse, dans une certaine mesure, dans un cadre national, surtout si l'on tient compte des avantages que toutes les régions peuvent retirer des investissements dans les SDE et des normes de certification professionnelle qui permettent une mobilité interprovinciale.

Des témoins ont dit au Comité qu'il faut donner davantage de formation en milieu de travail et que les travailleurs devraient avoir accès aux SDE avant une mise à pied. Certains nous ont également rappelés que les entreprises faisaient beaucoup de formation informelle, un fait qui est souvent négligé.

Aujourd'hui, l'admissibilité aux SDE se fait par toutes sortes de détours et dépend souvent du genre de soutien du revenu auquel une personne a droit et de la durée de sa période de chômage. Ce sont fréquemment de tels facteurs, plutôt que les besoins de chaque personne, qui déterminent qui a accès aux rares ressources des programmes.

processus de réforme de la sécurité sociale. Les conclusions de cet examen présenteront toutefois un intérêt énorme pour ceux qui participent à la réforme de la sécurité sociale, étant donné le lien direct entre les objectifs de formation du programme qui visent l'accès au marché du travail et les services plus généraux de développement de l'emploi.

Pour certaines personnes handicapées, l'accès aux services de développement de l'emploi et la disponibilité de l'information et de la formation sous des formes adaptées importent au premier chef. De plus, ceux qui fournissent les SDE devraient être sensibilisés à la condition et aux besoins particuliers des personnes handicapées et ils devraient travailler avec des personnes handicapées pour être capables de déterminer quelles mesures d'intégration sont nécessaires.

Il est clair que le financement des SDE élargis constitue une question importante puisque le document de travail reconnaît que les ressources actuelles sont insuffisantes pour fournir adéquatement tous les services à tous ceux qui en ont besoin. Selon le document de travail, les fonds supplémentaires proviendront exclusivement d'«économies» générées par la réforme de l'assurance-chômage et par la simplification de son administration.

... les programmes et services d'emploi sont actuellement
davantage dictés par le budget que par les besoins du client. (Les
services de développement de l'emploi : document
supplémentaire, p. 11)

Dans l'ensemble, les réactions de la population aux propositions sur les SDE contenues dans le document de travail ont été positives. Une grande unité de vues se dégageait aussi des témoignages de ceux qui ont parlé de la nécessité d'améliorer les programmes actuels. Cette opinion a été renforcée par une démonstration d'appui à la volonté du gouvernement d'élaborer des programmes de formation plus efficaces pour lutter contre le chômage.

... Il est tout à fait souhaitable que les programmes actuels
soient améliorés ou même que l'on multiplie des programmes
d'employabilité et de formation de la main-d'œuvre... à la
condition qu'ils soient efficaces et productifs, sans quoi c'est de
l'argent jeté à l'eau... à la condition également qu'on ne se
berce pas d'illusions en croyant avoir trouvé la panacée.
(Conseil du patronat du Québec)

...Le travail autonome est le lot de plus en plus fréquent de
plusieurs de nos concitoyens, alors il faut créer un
environnement pour que cette réalité ne soit pas uniquement

document prône une démarche plus souple conférant davantage de pouvoirs aux provinces et aux groupes concernés au niveau local.

Le mouvement vers une plus grande participation locale à l'élaboration et à la mise en oeuvre des SDE s'est amorcé, comme en témoignent les nouveaux partenariats comme la Commission canadienne de mise en valeur de la main-d'oeuvre (CCMMO), les conseils de gestion autochtones et les partenariats à l'échelle provinciale, comme les commissions de mise en valeur de la main-d'oeuvre (CMMO) à Terre-Neuve et au Labrador, en Nouvelle-Écosse, au Nouveau-Brunswick et en Saskatchewan, le Conseil ontarien de formation et d'adaptation de la main-d'oeuvre (COFAM) et la Société québécoise de développement de la main-d'oeuvre (SQDM). Cette dernière compte déjà onze composantes régionales et, ailleurs au pays, des organismes locaux associés aux organismes provinciaux sont en train de voir le jour. (Développement des ressources humaines Canada, Rapport annuel 1993-1994, p. 6)

L'accès aux services de développement de l'emploi doit aussi devenir plus équitable, et ces services doivent mieux répondre aux besoins des personnes qui doivent surmonter des obstacles pour accéder au marché du travail. Des témoins ont déclaré devant le Comité que l'une des principales préoccupations des autochtones, des personnes handicapées, des minorités visibles et des femmes a trait aux obstacles qui les empêchent d'avoir accès à la formation. On juge l'élimination de ces obstacles comme étant particulièrement importante pour permettre à tous les Canadiens de tirer le maximum de leur potentiel et d'accéder à la prospérité. À cet égard, il est question dans le document de travail de nouvelles initiatives s'adressant aux prestataires de l'aide sociale et resserrant les liens entre les SDE et la Loi sur la réadaptation professionnelle des personnes handicapées.

Pour répondre aux besoins particuliers de formation des autochtones, le gouvernement a mis en oeuvre le programme *Les chemins de la réussite : stratégie de l'emploi et de la formation des autochtones*. Ce programme est fondé sur des partenariats établis entre le ministère du Développement des ressources humaines du Canada et les conseils locaux, régionaux de gestion autochtones et le Comité de gestion autochtone national. Grâce à ces partenariats, les autochtones peuvent déterminer les priorités et besoins de formation particuliers de leurs collectivités.

Les membres du Comité ont entendu énormément de commentaires, positifs et négatifs, au sujet du programme *Les chemins de la réussite*. À l'heure actuelle, ce programme fait l'objet d'un examen structurel distinct du

une économie dynamique comme la nôtre. Cependant, beaucoup de personnes entendues s'interrogeaient sur l'intérêt d'accorder autant d'importance que le fait le document de travail aux programmes relatifs au marché du travail, surtout à la formation, s'il n'y a pas d'emplois à occuper à l'issue de ces programmes. Beaucoup de témoins ont dit au Comité que la création d'emplois aurait dû recevoir plus d'attention dans le document *La sécurité sociale dans le Canada de demain*. Nous avons aussi reçu de nombreux mémoires nous rappelant l'importance des collectivités et la nécessité d'accorder une plus haute priorité à leur développement. À cet égard, les Canadiens font preuve d'un soutien indéfectible pour les mesures de développement communautaire, lesquelles sont perçues par beaucoup comme étant d'excellents moyens de créer des emplois et de stimuler la croissance.

Services de développement de l'emploi

Le gouvernement fédéral fournit depuis déjà longtemps des programmes et des services relatifs au marché du travail (par exemple aide à la recherche d'emploi, orientation professionnelle, évaluation des besoins, formation, tant en classe qu'en milieu de travail, programmes de création d'emplois par des subventions salariales et aide au travail indépendant), qui sont regroupés sous le titre Services de développement de l'emploi (SDE) dans le document de travail. Ces services sont dispensés par quelque 450 centres d'emploi du Canada, en vertu de contrats à de tierces parties, par des conseils sectoriels et des organismes communautaires. En 1993-1994, plus de 1,2 million de personnes ont reçu une aide des SDE. Ceux-ci ont coûté environ 3,3 milliards de dollars, dont 1,9 milliard (58 p. 100) provenait du compte de l'assurance-chômage et 1,4 milliard (42 p. 100) du Trésor. Les provinces aussi fournissent des SDE et, en 1993-1994, elles y ont consacré 1,7 milliard de dollars.

Le document de travail propose un certain nombre de mesures pour donner aux Canadiens de meilleures chances d'emploi, tant aujourd'hui que demain. Destinées à renforcer la volonté exprimée par le gouvernement d'investir dans les gens, les options proposées devraient rendre ces investissements plus rentables en comblant mieux les besoins de la clientèle visée. Le document de travail reconnaît que trop peu de SDE sont adaptés aux besoins particuliers de chaque personne. Souvent, les gens sont orientés vers des programmes qui ne conviennent pas à leurs besoins ou à leurs aptitudes. Trop souvent, des personnes finissent par recevoir une aide qui ne correspond pas aux besoins du marché de l'emploi local. En général, il n'y a pas de continuité entre les services offerts par les différents programmes parce que, dans l'état actuel des choses, les interventions manquent de coordination et de flexibilité et sont administrativement complexes. Le

milieu rural sont souvent à la merci de la géographie; il faut répondre à leurs besoins particuliers et à leurs problèmes d'accès. De plus, certains groupes d'enfants, particulièrement ceux qui ont des besoins spéciaux, sont très mal servis par le système actuel.

Certains témoins se sont aussi prononcés contre la mise en oeuvre d'un système de garde nationale. Ils affirment que les décisions en matière de services de garde relèvent de chaque famille et que les fonds fédéraux dans ce domaine doivent être offerts sous forme de crédits d'impôt qui permettront à chacun d'effectuer son propre choix. Ils affirment qu'un programme de garde pancanadien ne profitera pas également à tous et que les familles qui gardent leurs enfants à la maison seront pénalisées. Ces témoins, conscients du coût d'un tel programme, jugent en outre que l'adoption d'un programme national assorti de normes risqué de nuire aux familles qui ont recours à d'autres solutions, faisant garder leurs enfants par des voisins, des amis ou des membres de la famille.

On a affirmé au Comité que l'examen de la sécurité sociale présente une occasion qu'il ne faut pas laisser passer, d'intégrer les services de garde des enfants à notre démarche pour assurer le bien-être des enfants canadiens et de leurs familles. Dans l'ensemble, le Comité a constaté un vif appui pour une réforme fondamentale des services de garde d'enfants dans le cadre de l'examen de la sécurité sociale. Par exemple, on nous a dit :

... que le financement promis dans le Livre rouge devrait être assoupli pour permettre d'améliorer les services de garde existants... qu'il serait inutile d'augmenter les places dans un ensemble dysfonctionnel de services disparates. (Ontario Coalition for Better Child Care Network)

Pension alimentaire

Beaucoup de témoins ont soulevé la question de la pension alimentaire, du montant des paiements, des mécanismes d'exécution des ordonnances de paiement et du traitement fiscal.

2) Investir dans le capital humain

Formation

Les Canadiens sont indiscutablement d'accord pour que le gouvernement aide les sans-emploi à réintégrer le marché du travail, et la plupart reconnaissent l'importance de l'acquisition de nouvelles compétences dans

qualité, la disponibilité et l'obligation de rendre compte, et que ces critères conservent toute leur importance dans le cadre de la réforme.

De nombreuses places en garderies restent libres parce qu'elles ne sont pas subventionnées, ce qui préoccupe les Canadiens. De plus, dans de nombreuses provinces, il y a de longues listes d'attente pour les quelques places subventionnées. Il est donc important que les services soient plus abordables. À cet égard, le système actuel présente de grandes divergences d'un bout à l'autre du pays. Le Comité a entendu des arguments probants touchant la nécessité fondamentale d'adopter des mécanismes qui aplaniront ces écarts.

Les partisans des services de garde et les spécialistes du développement de l'enfant qui ont comparu devant le Comité admettent que les services de garde ne sont pas tous de grande qualité, et que les programmes médiocres auront des conséquences pour le développement de l'enfant, qu'ils soient réalisés en garderie ou en milieu familial. Par conséquent, l'accès à des services de qualité est une question prioritaire.

Le Comité a été informé que la qualité des services de garde est tributaire d'éléments comme les suivants : le ratio personnel/enfants, le milieu physique, la formation et les compétences du personnel et le redressement des salaires des éducatrices, salaires qui sont d'une insuffisance notoire. De nombreux témoins ont souligné la nécessité d'adopter des normes et des principes nationaux pour concevoir le nouveau système de garde. Certains témoins jugent aussi essentiel de réaffecter les fonds pour les attribuer aux services sans but lucratif, dont on peut attendre en général des soins de grande qualité. Tout en reconnaissant la nécessité d'offrir des services de qualité, on s'entend pour dire que chaque modèle de garde présentent des qualités propres.

Tous les enfants ont le droit d'avoir accès à des services de garde de qualité. Tous les jeunes enfants ont besoin de soins qui assureront leur plein épanouissement [...] Ils ont besoin d'être dans un environnement qui favorise un développement optimal [...] par l'affection, l'interaction, la stimulation et la possibilité d'explorer et de découvrir pour apprendre. (Fédération canadienne des services de garde à l'enfance)

L'insuffisance des services de garde n'est pas contestée. Le Comité a été informé que les services de garde reconnus accueillent seulement quelque 16 p. 100 des enfants de moins de 13 ans dont les parents travaillent ou étudient plus de 20 heures par semaine. De plus, un nombre relativement élevé de parents voudraient avoir recours aux services reconnus mais ne peuvent le faire en raison du manque de places ou du coût. Les familles en

Au chapitre fiscal, la déduction pour frais de garde d'enfants permet aux parents de déduire de leur revenu un maximum de 5 000 \$ par enfant de moins de 7 ans et 3 000 \$ par enfant de 7 à 14 ans (à condition que des reçus soient fournis et que le total des dépenses soit égal ou inférieur aux deux tiers de leurs salaires).

Dans le cadre de la Caisse d'aide aux projets en matière de garde des enfants, programme qui doit prendre fin en mars 1995, le gouvernement fédéral consacre 5,5 millions de dollars en 1994-1995 à la recherche et au développement pour trouver des services et des modèles de garde appropriés.

Le document de travail souligne dans quelle mesure les services de garde touchent tous les principaux éléments visés par la réforme de la sécurité sociale : l'emploi, l'acquisition du savoir et la sécurité. Le document de travail et le document d'information sur la garde d'enfants et le développement de l'enfant insistent tous les deux sur les promesses du gouvernement fédéral en matière de services de garde : augmenter les services actuels en subventionnant ou en créant 150 000 places; affecter à cette fin 720 millions de dollars supplémentaires sur trois ans (sous réserve d'une croissance économique annuelle de 3 p. 100 ou plus). Ces fonds s'ajouteraient au financement direct et indirect actuel qui s'élève à presque 400 millions de dollars. Les fonds pour les deux premières années (360 millions) ont été prévus dans le budget de 1993-1994, et une partie du 720 millions servirait à la création de services de garde dans les réserves et les localités du Nord.

Les Canadiens ont demandé au Comité de reconnaître que les besoins et les désirs des parents en matière de services de garde dépendront des facteurs suivants : la composition ou la situation de la famille, les horaires de travail ou de cours, le revenu, l'âge et les aptitudes des enfants ou des parents, le profil culturel et linguistique, le milieu (urbain ou rural). Il faudra à l'avenir que la garde d'enfants offre une multitude d'options et la souplesse nécessaire pour répondre aux besoins très divers de la population canadienne.

Les familles et les jeunes enfants méritent un système de garde complet qui offrira toute une gamme de services, y compris des garderies, la garde en milieu familial reconnu ou non, les bonnes d'enfants, les services en cas d'urgence ou à court terme et les programmes de ressources familiales. (Ontario Association of Family Resource Programmes)

On a informé le Comité que depuis des années, les discussions sur les services de garde tiennent compte de critères comme l'abordabilité, la

que la garde des enfants fait partie intégrante du processus de réforme sociale. Les témoins, sauf quelques exceptions notables, s'inquiètent de ce que le document de travail ne préconise pas la mise en oeuvre d'un programme national de services de garde. Ils ont signalé le besoin, lors de prochaines négociations fédérales-provinciales territoriales, de convenir d'un ensemble de principes qui soient au coeur d'un programme national de services de garde. Ils ont signalé le besoin, lors de prochaines négociations fédérales-provinciales territoriales, de convenir d'un ensemble de principes qui soient au coeur d'un programme national de services de garde. Ils ont insisté également sur la nécessité pour le gouvernement fédéral de revoir son mode de financement de ces services, afin de procéder davantage par affectation de fonds réservés.

Les Canadiens ont relevé l'existence d'une vaste gamme de services et d'installations de garde au Canada, ainsi que l'absence d'un système uniforme ou cohérent. Les services de garde d'enfants au Canada représentent un ensemble décousu de programmes et d'installations qui varient beaucoup d'un bout à l'autre du pays. Compte tenu des changements économiques et sociaux décrits au chapitre II, des témoins ont insisté sur l'importance d'aborder la question de la garde des enfants de façon globale. Ils soulignent la nécessité d'assurer que les enfants se développent sainement, et bon nombre d'entre eux considèrent que les services de garde de grande qualité constituent un facteur clé à cet égard.

Les services de garde d'enfants sont d'abord de compétence provinciale et territoriale. En vertu du Régime d'assistance publique du Canada (RAPC), le gouvernement fédéral assume une partie des dépenses engagées par les provinces et les territoires pour les services de garde utilisés par les familles à faible revenu ou celles qui risquent de se trouver « dans le besoin » si la garde de leurs enfants n'est pas subventionnée. En d'autres mots, il faut qu'il y ait « besoin » pour que des fonds fédéraux soient versés. Les centres autorisés et les services de garde en milieu familial reconnus sont admissibles aux subventions à frais partagés. Les provinces et les territoires établissent les normes pour la réglementation et l'octroi de permis, ainsi que pour les questions comme les compétences et la formation du personnel, la santé et la sécurité.

Le gouvernement fédéral finance également les services de garde au moyen de l'allocation d'enfant à charge, disposition qui prévoit une subvention de 20 \$ par jour pour aider les participants à des programmes de formation parrainés par le fédéral à payer les frais de garde d'enfants. Des fonds supplémentaires sont versés par le biais du ministère des Affaires indiennes et du Nord canadien au Nouveau-Brunswick, en Alberta, en Ontario et au Québec, où les services de garde dans les réserves sont subventionnés pour les familles autochtones inscrites.

fiscale pour enfants (PFE). Celle-ci pourrait être doublée, ou alors le Supplément du revenu gagné pourrait être converti en crédit remboursable ordinaire qui aiderait les plus pauvres. Les témoins ont reconnu les contraintes financières qui existent, mais estimaient également que les prestations pour enfants au Canada sont faibles par rapport aux normes internationales et ne comportent pas d'élément d'universalité, contrairement à ce qu'offrent la plupart des autres pays. De plus, les modèles de supplément du revenu ont été appuyés.

Le Comité a entendu de nombreux témoignages favorables aux programmes de supplément du revenu à l'intention des petits salariés. Le Conseil national du bien-être a dit qu'un supplément du revenu gagné «pourrait être l'une des plus importantes mesures sociales novatrices adoptées à l'échelle nationale depuis plus de dix ans». De l'avis du Conseil, un tel programme pourrait «beaucoup aider les familles qui reçoivent des prestations d'aide sociale dans leurs efforts pour s'affranchir du système» et, en aidant les familles de petits salariés qui ont des enfants, il pourrait contribuer considérablement à la lutte menée pour enrayer la pauvreté chez les enfants du Canada.

Prestation fiscale pour enfants

Beaucoup estiment que la PFE et des mesures semblables ne suffiront pas à elles seules. Les parents ont besoin d'emplois, ou de meilleurs emplois, et de mécanismes de soutien comme la formation et les services de garde d'enfants. Certains considèrent que le problème est plus profond, et qu'il faut surtout s'attaquer à la féminisation de la pauvreté et à l'iniquité économique que vivent les femmes. De plus, le versement rapide des pensions alimentaires pour les enfants pourrait être utile. Le Comité a entendu des femmes partout au pays présenter des témoignages émouvants sur les conditions pénibles qu'elles et leurs enfants vivent en raison de pensions alimentaires irrégulières, insuffisantes ou inexistantes. Car, comme des témoins nous l'ont dit :

Pour nous attaquer à la pauvreté chez les enfants, nous devons aider les familles à revenu modeste [celles dont le revenu se situe au-dessus du seuil de la pauvreté et en-dessous du revenu moyen] à ne pas s'appauvrir et à prendre de façon durable une part active dans notre vie sociale et économique. (Groupe de défense des enfants pauvres)

Services de garde des enfants

La plupart des témoins qui ont abordé la question de la garde des enfants sont heureux dans l'ensemble de constater que le gouvernement reconnaît

Si nous ne mettons pas en place aujourd'hui les éléments des solutions de demain, le coût social sera plus important encore que l'est aujourd'hui le déficit. Sommes-nous prêts à payer ce prix? (Fédération provinciale des Francosaskoises)

L'expression «pauvreté des enfants» trouble les témoins. Certains estiment qu'en renommant ainsi à tort les problèmes qui touchent les familles à faible revenu ou les femmes chefs de famille monoparentale, nous risquons de mal diagnostiquer le problème et, par conséquent, d'adopter comme solution des mesures inefficaces. D'autres témoins nourrissent des craintes qui vont plus loin encore : l'objectif de l'élimination de la pauvreté chez les enfants constituerait la première étape d'une politique du gouvernement visant à aider les enfants aux dépens des adultes. La pauvreté chez les enfants ne pourra pas être réglée par une redistribution des fonds affectés aux programmes sociaux.

Les groupes autochtones ont insisté sur la pauvreté de leurs enfants attribuable à des niveaux de revenu inférieurs dans les collectivités autochtones à ceux du reste de la population canadienne, à une plus grande dépendance sur les programmes de sécurité sociale, à des familles de plus grande taille et à des taux de natalité élevés.

De nombreux témoins estiment que la possibilité d'un revenu annuel garanti (RAG), jugé peu pratique dans le document de travail, a été rejeté trop rapidement. Un projet de revenu annuel garanti qui a connu du succès au Manitoba a été cité en exemple. Des témoins ont proposé que le revenu annuel garanti soit financé par le fusionnement des programmes existants. Le Front des artistes canadiens juge que le revenu annuel garanti simplifierait le système de sécurité sociale, assurerait l'universalité et aiderait à réduire la pauvreté chez les enfants. D'autres témoins ont ajouté qu'un tel régime, contrairement à l'aide sociale, permettrait aux prestataires de conserver leur fierté. En tant que programme national, le RAG pourrait diminuer les iniquités régionales tout en éliminant celles du programme. Le Conseil consultatif canadien de la situation de la femme affirme qu'il y a des limites à ce que peut réaliser un revenu annuel garanti et que celui-ci doit être envisagé uniquement en complément à des politiques visant le marché du travail. Par ailleurs, il serait possible de prévoir une aide supplémentaire pour les personnes handicapées. La question du revenu annuel garanti, qui comporte des éléments techniques, est traitée plus à fond au chapitre IV et à l'annexe F.

Le Supplément du revenu gagné

Le Comité a entendu de nombreuses propositions pour aider les familles nécessiteuses. On a souvent mentionné l'augmentation de la Prestation

et affirmé qu'il était important de saisir l'occasion de la réforme pour faire avancer la condition féminine dans la société canadienne.

Les groupes de femmes entendus ont décrit les réalités économiques et sociales qui exposent les femmes plus que d'autres à la pauvreté : le cantonnement des femmes dans les emplois mal rémunérés et les emplois à temps partiel; le fait que les femmes soient généralement moins bien rémunérées que les hommes (elles gagnent en moyenne un peu plus de 70 p. 100 seulement de ce que touche un homme pour un travail similaire); le travail bénévole dans la collectivité et le travail non rémunéré au foyer, les femmes assumant par ailleurs la principale responsabilité du soin des enfants et des personnes âgées; le fardeau disproportionné qu'elles assument sur le plan du travail et des responsabilités familiales; la responsabilité principale du soin des enfants après séparation ou divorce; la violence au foyer et au travail, y compris le harcèlement sexuel.

DES PROPOSITIONS CONTENUES DANS LE DOCUMENT DE TRAVAIL

1) Assurer le bien-être des enfants canadiens

La pauvreté chez les enfants

Tous les témoins étaient préoccupés par le niveau de pauvreté des enfants, beaucoup plus élevé au Canada qu'en Europe. Ils estimaient que les gouvernements n'ont pas accordé une attention suffisante à la question. Nous n'avons pas respecté les objectifs de la Convention des Nations Unies relative aux droits de l'enfant. De nombreux témoins ont signalé qu'il faudrait viser la pleine indexation des prestations pour enfants. Certains ont prié le Comité de regarder au-delà des transferts en espèces consentis aux familles ayant des enfants pour se pencher sur l'ensemble des services dont celles-ci ont besoin. Les décrocheurs sont aussi plus nombreux chez les familles défavorisées.

L'Association canadienne pour la santé mentale, division de la Colombie-Britannique, affirme que 31,2 p. 100 des enfants dans les familles prestataires d'aide sociale souffrent de problèmes psychiatriques. Des mesures préventives comme les programmes Bon départ, Partir d'un bon pas ou Campagne 2000 rapporteront à l'avenir, mais si nous ne tenons pas compte de l'ensemble des besoins de l'enfant, c'est la société qui paiera la note à long terme. Il faut donc prévoir des programmes de prévention, ainsi qu'un soutien du revenu.

ont exprimé une inquiétude devant l'élimination ou l'érosion des programmes sociaux actuels et ont lancé une mise en garde, disant craindre que cela n'aggrave les problèmes sociaux du Canada. Ils ont fait remarquer que le Canada consacrait moins à ses programmes sociaux que la moyenne des pays de l'OCDE.

Les autochtones qui ont témoigné devant le Comité se sont dits en faveur des services de développement de l'emploi, mais ils ont néanmoins exprimé certaines inquiétudes. Le passage suivant est tiré du mémoire que le Conseil national des Métis a présenté au Comité, et il illustre fort bien ce que nous avons entendu : « Notre préoccupation première doit être la création d'emplois pour notre population. Fondamentalement, nous appuyons les mesures qui aideront les Métis à trouver du travail. Voici la question qu'il convient de poser : Les réformes proposées au régime de sécurité sociale du Canada entraîneront-elles la création d'emplois pour les nôtres? »

Tout au long des consultations, nous avons entendu parler à maintes reprises d'une étude de Statistique Canada qui, selon des témoins, démontrait que seulement 2 p. 100 de la dette fédérale était attribuable aux programmes sociaux. Cependant, cette étude analyse en réalité le rôle des recettes et des dépenses dans l'augmentation de la dette entre 1975 et 1990⁵. Elle ne porte pas sur les origines du niveau actuel d'endettement. Dans une note sur cette étude, Statistique Canada déclare ceci : « On ne peut pas expliquer les mouvements d'un déficit présent par les variations d'une composante particulière des recettes ou des dépenses. La tendance de quinze ans sur laquelle se penche l'étude pourrait aussi avoir entraîné certains lecteurs à conclure que les dépenses au titre des programmes peuvent être considérées comme ayant eu un effet neutre au cours de toute la période⁶. »

Les membres du Comité ont entendu de nombreux groupes de femmes durant la deuxième étape de l'étude. En outre, le ministre du Développement des ressources humaines a parrainé un forum de deux jours qui a eu lieu à Ottawa et auquel des groupes de femmes de toutes les régions du pays ont participé pour expliquer leurs positions sur diverses questions liées à l'examen des programmes sociaux.

Des groupes de femmes qui ont comparu devant le Comité et d'autres qui ont pris part à ce forum de deux jours ont déploré l'absence d'analyse du point de vue des femmes dans le document de travail. Ils ont débattu des répercussions éventuelles de la réforme de la sécurité sociale sur les femmes

⁵ H. Mimoto et P. Cross, « La croissance de la dette fédérale » paru dans *L'Observateur économique canadien*, juin 1991.

⁶ Note concernant l'article « La croissance de la dette fédérale » paru dans *L'Observateur économique canadien*, juin 1991, p. 3.17.

de travail et ont été reconnaissants au gouvernement de les consulter, par l'intermédiaire du Comité.

Beaucoup de Canadiens nous ont parlé des inégalités, du caractère restrictif et de la complexité de différents éléments de la politique de la sécurité sociale. Comme le disait la *Consumer Organization of Disabled People of Newfoundland and Labrador* : « Les personnes handicapées rencontrent une myriade de problèmes qui sont inhérents au système actuel de sécurité sociale ». D'autres groupes ont fait écho à cette déclaration.

L'impression générale, c'est que les programmes sociaux sont généralement mal adaptés aux besoins des peuples autochtones. On nous a dit qu'il manque encore au système de sécurité sociale des composantes adaptées à la culture et à la situation locale des peuples autochtones.

Nous avons l'impression que les programmes et les services ne sont pas conçus pour nous aider à surmonter nos problèmes, mais qu'ils accentuent plutôt notre dépendance, en grande partie parce que la politique est élaborée dans des bureaux éloignés de nous, par des gens qui ne comprennent pas les situations auxquelles nous devons faire face tous les jours. (Inuit Tapirisat du Canada)

Selon de nombreux témoins, l'amélioration de la prestation des programmes de soutien du revenu ainsi que des services de formation et d'emploi — bref, la façon de fonctionner du système de sécurité sociale — est un autre aspect qui justifie la réforme. Comme le directeur des services sociaux de Windsor nous l'a déclaré : « Il existe une multitude de bureaucraties qui coûtent des millions de dollars, alors que cet argent pourrait servir à aider les gens dans le besoin, voire à éviter qu'ils ne s'y retrouvent. »

Parmi les objectifs de la réforme les plus souvent mentionnés par les Canadiens, on retrouve ceux-ci : améliorer l'accès aux possibilités d'emploi, aux services et aux programmes de soutien; consacrer davantage de ressources financières aux familles à faible revenu; éliminer les dissuasifs à l'emploi et à la formation qui sont inhérents aux programmes; moderniser les programmes sociaux vieux de 20 ou 30 ans en les adaptant aux attitudes qui prévalent au sein de la population et au contexte socio-économique actuel. Pour quelques témoins, le principal objectif de la réforme des programmes de sécurité sociale devrait être la réduction des dépenses publiques, de manière à abaisser le déficit et à juguler la dette nationale. Cependant, de nombreux autres témoins estiment que, si la réforme est nécessaire, elle ne doit pas viser expressément à réduire les coûts. Beaucoup

pas la porte au nez de ceux qui sont dehors au froid.» D'autres ont aussi exprimé l'opinion que nos programmes sociaux constituaient bien plus qu'un «fillet de sécurité», reposant sur la compassion et apportant une aide de base aux gens dans le besoin ou qui ne peuvent pas travailler. Des valeurs comme la protection, l'investissement et la citoyenneté se retrouvent aussi à la base de ces programmes.

Le principe des programmes à cotisations, comme l'assurance-chômage, où l'admissibilité aux prestations est fonction des cotisations versées, jouit d'un large appui. La plupart des témoins qui ont abordé ce sujet voient une différence majeure entre les programmes d'assurance sociale et les programmes d'assistance sociale.

Un nombre appréciable de Canadiens nous ont affirmé que les programmes de sécurité sociale sont essentiels au bien-être économique des Canadiens. Certains ont insisté sur le lien entre le renforcement des collectivités et l'attraction des investissements. Nous avons également entendu beaucoup de témoins soutenir que les programmes sociaux constituaient un investissement essentiel dans les Canadiens et dans l'économie en général.

Des Canadiens nous ont décrit à maints égards ce que le système de sécurité sociale représente pour eux. Ils le rattachent aux engagements que nous avons pris en vertu de la *Charte canadienne des droits et libertés* ainsi qu'aux ententes et pactes internationaux dont nous sommes signataires; ils l'associent au rôle des groupes communautaires et du secteur du bénévolat ainsi qu'aux engagements historiques particuliers et aux relations futures entre les peuples autochtones et le gouvernement fédéral.

De nombreux témoins nous ont parlé des réalisations du système de sécurité sociale, notamment la diminution des inégalités sociales et des disparités régionales, la mise en place d'un système d'éducation de qualité partout au pays et la réduction marquée de la pauvreté chez les personnes âgées au cours des 30 dernières années. Cependant, parallèlement à ces réalisations, les témoins ont aussi formulé beaucoup de commentaires sur la nécessité de réformer les programmes sociaux et de jeter les bases d'un nouveau système.

DE LA NÉCESSITÉ ET DES BUTS DE LA RÉFORME

Les Canadiens comptent sur les gouvernements de tous les paliers pour revoir et améliorer les programmes sociaux. Il ressort très clairement des mémoires présentés au Comité que les Canadiens accueillent favorablement et appuient l'examen et la réforme des programmes sociaux. Les particuliers et les groupes se sont réjouis de pouvoir participer à l'examen du document

CE QUE LES CANADIENS NOUS ONT DIT

C'est principalement grâce à nos audiences publiques pancanadiennes que les Canadiens ont pu prendre part aux discussions sur la réforme des programmes de sécurité sociale. Le présent chapitre constitue un aperçu relativement détaillé des témoignages entendus. Nous avons tenté de refléter fidèlement les messages et les préoccupations exprimées en faisant ressortir les divergences d'opinions ainsi que les thèmes communs.

La consultation n'est pas un moyen de faire passer les crises, d'imposer ses vues ou d'écouter ceux qui sont du même avis que soi. La consultation, c'est la recherche d'un fil conducteur et le moyen de dégager un consensus là où cela semblait au départ impossible. (Fédération du travail de la Nouvelle-Écosse)

Les Canadiens nous ont donné leur opinion sur le système de sécurité sociale actuel, sur la nécessité et les buts d'une réforme, sur les orientations générales du gouvernement et sur les propositions du document de travail qui concernent l'emploi, l'acquisition du savoir et la sécurité.

DU SYSTÈME DE SÉCURITÉ SOCIALE

Beaucoup de témoins nous ont dit que le système de sécurité sociale du Canada était une institution nationale qui leur était chère et qu'il constituait une caractéristique propre à notre pays. Les programmes sociaux actuels, en dépit de leurs défauts et de leurs lacunes, représentent aux yeux de beaucoup de Canadiens un patrimoine constitué à force de luttes et de travail par leurs parents et leurs grands-parents. Pour certains, ce sont ces programmes sociaux qui font de la société canadienne une société de partage et, en tant que produits concrets de notre nation, ils constituent un facteur important d'unité nationale. Dans son mémoire, le *Social Planning and Research Council* de la Colombie-Britannique résume cela en ces termes : « C'est notre système de sécurité sociale qui nous distingue des États-Unis. Nous irions même jusqu'à dire que notre système de sécurité sociale est le 'ciment' qui garde le Canada uni. »

Des Canadiens nous ont dit que nos programmes sociaux ont été érigés en partie sur des valeurs, tels la compassion et le partage. Un témoin a utilisé une image qui nous est apparue comme une métaphore purement canadienne : « Lorsque la neige s'accumule sur le toit du camp, on ne ferme

sont données à l'incitation au retour au travail, à l'importance de l'adaptabilité de la main-d'œuvre, à l'acquisition continue du savoir et à sa plus grande accessibilité, de même qu'aux services de développement de l'emploi. Il est aussi essentiel de faire des progrès sur le plan de la garde des enfants pour que les parents, et en particulier les femmes, puissent se prévaloir de ces nouvelles possibilités. C'est ainsi que la réforme de la sécurité sociale au Canada est appelée à contribuer à la stratégie globale de croissance économique et de création d'emplois et à la soutenir, en développant les compétences et les aptitudes des travailleurs et en aidant ces derniers au moyen des mesures de soutien requises.

En somme, la stratégie globale qui sous-tend *Le programme : emploi et croissance* s'articule autour de trois grands thèmes complémentaires, soit une politique fiscale responsable, une politique monétaire prudente mais encore accommodante, et une politique de croissance économique qui mise sur un ensemble d'initiatives concrètes. Ces trois grandes politiques convergent toutes vers une stratégie cohérente et intégrée de création d'emplois, au sein de laquelle la réforme de la sécurité sociale jouera un rôle déterminant au niveau de l'encouragement et de l'appui des travailleurs dans leur volonté de travailler et d'améliorer leurs compétences. Les changements économiques, sociaux et politiques qui secouent le Canada ouvrent des perspectives nouvelles aux personnes, aux familles et aux collectivités et créent des besoins nouveaux et pressants sur le plan de l'orientation de l'action des pouvoirs publics.

création d'emplois. Elle sera qualifiée de responsable si elle respecte les contraintes fiscales que sont celles du Canada à l'heure actuelle.

L'augmentation du déficit grossit la dette publique et accroît du même coup les paiements d'intérêt et le service de la dette du gouvernement. L'accroissement de la mondialisation des échanges sur le plan international a fait en sorte que, pour chaque dollar de revenu additionnel versé aux Canadiens, une proportion de plus en plus élevée (38 p. 100) fuit vers l'étranger au lieu d'être dépensée à l'intérieur du pays. L'augmentation du déficit et de la dette publique crée des pressions à la hausse sur les taux d'intérêt et réduit donc les investissements, la construction domiciliaire et les achats de biens durables.

Le nouveau phénomène de la mobilité internationale des capitaux (plus de 1 000 milliards de dollars par jour sont transférés sur ce marché, comparativement au PIB canadien qui se chiffre à environ 740 milliards de dollars sur une base annuelle) a de plus en plus pour effet de compenser les effets anciennement attendus d'une telle politique. La hausse des taux d'intérêt provoquée par les déficits gouvernementaux engendre un afflux de capitaux qui fait monter la valeur du dollar puis baisser d'autant les exportations. Et c'est ainsi que la hausse de la demande qui a été créée à l'intérieur se compense par la baisse de la demande pour nos produits vendus à l'étranger. Une solution consiste à assurer la croissance économique, d'où le couple emploi-croissance. Et comme on peut difficilement parler de croissance économique sans parler de croissance de la productivité, on peut tout aussi bien parler du couple productivité-emploi.

Le document intitulé *L'innovation : la clé de l'économie moderne* mise sur ce qui, désormais, s'avère être les principaux facteurs de réussite, à savoir : le recours aux techniques fondées sur les connaissances, la technologie de pointe et le perfectionnement des compétences; il y est question tout particulièrement des initiatives du gouvernement en matière de l'apport de la technologie et de l'examen des sciences et de la technologie, mais il y est question également de l'aide à la croissance des petites entreprises, de la réforme de la réglementation, de l'innovation en milieu de travail, de la politique commerciale pour les années 1990, telle la stratégie fédérale visant à relever l'industrie de l'environnement, du financement des exportations, des mesures de rendement énergétique, du développement de l'industrie touristique, du développement des infrastructures et de la construction de l'autoroute de l'information.

Toutes ces initiatives liées aux facteurs de croissance économique énoncés dans la section précédente sont soit directement, soit indirectement, créatrices d'emplois. Mais, comme il a pu être mentionné antérieurement, encore faut-il que la main-d'œuvre soit au rendez-vous. C'est pourquoi, dans le document de travail sur la sécurité sociale, des références explicites

des Canadiens qui sont les plus exposés aux conséquences sociales des changements. Car enfin, une des retombées essentielles de l'exercice doit être la possibilité pour le gouvernement d'aider les citoyens à se tailler une place dans l'économie mondiale. C'est pourquoi il ne faut absolument pas assener des politiques brutales et des thérapies de choc, car le prix social énorme à payer ne tarderait pas à se faire sentir.

Même sans déficit budgétaire, beaucoup des problèmes auxquels le Comité doit trouver des solutions demeureront. La pauvreté chez les enfants, les suppléments au revenu tiré d'un travail, l'aide à l'enfance, les facteurs qui découragent les assistés sociaux de retourner au travail, les perturbations du marché du travail, l'inaccessibilité des services pour les personnes handicapées, l'analphabétisme très répandu, le déficit au chapitre de la formation et les nombreuses autres lacunes déjà cernées dans le document de travail commandent notre attention immédiate.

On a critiqué le document de travail parce qu'il ne contenait aucune stratégie de création d'emplois et que les mesures d'incitations de retour au travail proposées de même que les investissements qu'a faits et que s'apprête à faire le gouvernement fédéral en matière de formation de main-d'œuvre ne créent pas d'emplois en soi.

On trouve réponse à ces objections, d'une part, dans le document intitulé *Un nouveau cadre de la politique économique*, un exposé élaboré du cadre de la politique intégrée de croissance économique et de création d'emplois proposée par le gouvernement. D'autre part, la double question des incitations au travail et de la formation de la main-d'œuvre doit être située dans un contexte de recherche d'un développement équilibré. En effet, si d'un côté on se propose de développer un cadre favorable à la création d'emplois, il faut de l'autre que la main-d'œuvre soit préparée à occuper ces emplois. En ce sens, rien ne sert de développer la demande si l'offre n'est pas au rendez-vous, et vice versa. Ainsi, les documents portant sur le cadre général de la politique économique et sur l'innovation (*L'innovation : la clé de l'économie moderne*) discutent davantage de création d'emplois, alors que le document portant sur la réforme de la sécurité sociale vise principalement l'élargissement du programme de prêts aux étudiants, la formation et l'incitation au travail. Pris ensemble, ces documents rassemblent les éléments d'un même grand programme d'action.

Pour beaucoup, la meilleure protection sociale contre le chômage et la pauvreté demeure la création d'emplois. D'où l'importance, pour le gouvernement, de disposer d'une stratégie moderne, crédible et responsable de création d'emplois. Cette stratégie sera qualifiée de moderne si elle s'appuie sur les réalités contemporaines. Elle sera qualifiée de crédible si elle est équilibrée et si elle s'appuie sur des facteurs dûment reconnus de

Encadré 2 : Le visage de la pauvreté au Canada

Les enfants et les familles	
• En 1992, 1,25 million d'enfants vivaient dans des familles à faible revenu au Canada — c'est-à-dire plus de 18 p. 100 de tous les enfants ou près d'un enfant sur cinq. De ces enfants, 51 p. 100 vivaient dans une famille biparentale et 43 p. 100 dans une famille monoparentale dirigée par une femme.	
• La même année, 62 p. 100 des familles monoparentales ayant des enfants à charge vivaient sous les seuils de faible revenu. Ces familles sont le plus souvent dirigées par des femmes.	
• Selon l'Association canadienne des banques alimentaires, en 1993, les enfants représentaient 40 p. 100 des 2,2 millions de clients.	
Les jeunes	
• En 1992, plus de la moitié des célibataires âgés de moins de 25 ans avaient un faible revenu. Chez les familles dirigées par des jeunes, la proportion de ménages à faible revenu est passée de trois sur dix en 1982 à quatre sur dix en 1992.	
• Le taux de chômage moyen chez les jeunes était de 18 p. 100 en 1993, comparativement à 11,2 p. 100 pour l'ensemble des Canadiens au cours de la même année.	
Les autochtones	
• La pauvreté est en hausse dans les jeunes familles, ce qui signifie qu'un nombre de plus en plus grand de parents et d'enfants connaîtront des épreuves financières durant les années critiques où la famille est fondée.	
• En 1990, 27,9 p. 100 des Indiens inscrits vivant hors des réserves et 41,5 p. 100 des Indiens inscrits demeurant dans les réserves vivaient d'aide sociale au moins une partie du temps.	
• Le taux de chômage chez les autochtones en 1990 était de 25 p. 100, comparativement à 10 p. 100 pour l'ensemble de la population canadienne.	
Les personnes ayant un handicap	
• Plus des deux tiers des personnes ayant un handicap avaient des revenus d'emploi inférieurs à 10 000 \$ en 1989.	
Source : Développement des ressources humaines Canada juin 1994, et Enquête sur les peuples autochtones, 1991.	

Il est indéniable que le débat sur la réforme du régime de sécurité sociale du Canada s'inscrit dans un contexte économique et financier difficile avec pour toile de fond les dettes et les déficits élevés auxquels doivent faire face le gouvernement fédéral et les gouvernements de toutes les provinces. Par la voix de son ministre des Finances, le gouvernement fédéral s'est engagé à ramener le déficit fédéral de 6 à 3 p. 100 du PIB d'ici l'exercice fiscal 1996-1997, soit une baisse de 17 milliards de dollars.

Le Comité estime néanmoins que, si la situation financière balise l'examen des programmes sociaux, les éléments essentiels de la politique publique ne sauraient pour autant être établis en fonction des seuls impératifs financiers. C'est également le sentiment du Comité permanent des finances.

JUSTICE, ÉQUITÉ ET COMPASSION

Il ne faudrait surtout pas remplacer la dette par un problème social. En effet, la réduction du déficit et la restructuration de la machine gouvernementale et de ses programmes ne doivent pas se faire au détriment

- Les divorces et les séparations sont devenus plus fréquents ces trente dernières années. En 1960, la proportion des mariages au Canada se terminant par un divorce était de 5,4 p. 100; en 1990, elle était de 41,6 p. 100. La première préoccupation des familles avec enfants après une séparation ou un divorce est le bien-être des enfants. Les couples sans enfant, eux, s'inquiètent davantage de la perte de revenus et du droit aux crédits de pension. Une étude du Conseil économique du Canada en 1992 a révélé que, durant la période qui suit immédiatement un divorce ou une séparation, le revenu familial des femmes (ajusté en fonction de la taille de la famille) baissait en moyenne de 39 p. 100, tandis que celui des hommes montait de 7 p. 100 en moyenne.

- Actuellement, au Canada, plus de 60 p. 100 des mères d'enfants de moins de trois ans sont sur le marché du travail. Même si le nombre de places dans les garderies accréditées a augmenté depuis vingt ans, le nombre de garderies de qualité à prix abordable est encore insuffisant. Développement des ressources humaines Canada estime qu'en 1993, le nombre de places dans les garderies accréditées permettrait d'accueillir environ 16 p. 100 des enfants de moins de douze ans dont les parents travaillent ou étudient plus de vingt heures par semaine. Dans le cas des enfants des Premières nations vivant dans une réserve, le nombre de places disponibles permet d'accueillir seulement 6 p. 100 environ des enfants dont les parents travaillent ou suivent une formation.

Le Comité est convaincu que les réformes envisagées dans le contexte de l'actualisation du régime de sécurité sociale doivent correspondre aux réalités et aux besoins des années 90.

CONTEXTE ÉCONOMIQUE ET FISCAL

La réforme de la sécurité sociale doit absolument tenir compte des réalités financières auxquelles font face les gouvernements au Canada. Tant que la situation financière des gouvernements ne s'améliorera pas, il n'y aura pas d'argent pour créer de nouveaux programmes, y compris dans le domaine social. Les dépenses actuelles doivent être plafonnées et, dans certains cas, réduites.

(L'annexe B donne des estimations quantitatives des dépenses fiscales choisies pour 1992, l'année la plus récente où des estimations sont disponibles.) On compte plus de trente postes de dépenses fiscales fédérales dans le domaine de la sécurité sociale.

CONTEXTE SOCIAL

Depuis quelques décennies, les structures familiales et sociales au Canada ont subi des mutations profondes.

- L'inégalité des revenus, mesurée d'après le revenu total, n'a cessé de s'accroître depuis le début des années 1980. Le rôle social de l'État a cependant contribué à une répartition plus progressive des revenus au Canada. Les paiements de transfert gouvernementaux ont aidé à atténuer les inégalités et à stabiliser les revenus; les dispositions fiscales ont aussi contribué à cette tendance.

- Les structures familiales sont plus hétérogènes — on compte plus de familles monoparentales avec de jeunes enfants, plus d'unions de fait, plus de ménages à deux revenus, et plus de ménages composés de personnes seules.

- Les jeunes couples ont des assises financières moins solides; ils commencent leur vie de famille avec moins de ressources que n'en avaient leurs parents. Les perspectives des jeunes familles au Canada sont fondamentalement différentes.

- Le revenu familial moyen après impôt n'a pas suivi une courbe ascendante continue depuis les années 1970, même si le nombre de ménages à deux revenus augmente sans cesse. La proportion des familles à deux revenus est passée de 40 p. 100 en 1971 à plus de 60 p. 100 en 1991. Cette tendance se répercute sur l'équilibre des responsabilités familiales et professionnelles, sur la demande de services de garde d'enfants, et sur le développement de l'emploi.

- Presque 70 p. 100 des femmes sont sur le marché du travail aujourd'hui, comparativement à 44 p. 100 seulement en 1975. Les femmes en général gagnent moins que les hommes, elles sont plus nombreuses à occuper un emploi irrégulier, et elles assument une plus grande part des tâches ménagères.

- La pauvreté est un problème pénible pour beaucoup de Canadiens et de Canadiennes (encadré 2). En 1992, près de 17 p. 100 d'entre eux vivaient sous les seuils de pauvreté établis par Statistique Canada, ce qui montre que la pauvreté demeure un problème social pressant.

Il est incontestable que le filet de sécurité sociale que nous avons créé au cours des dernières décennies a contribué à faire du Canada l'un des pays les plus florissants au monde, à en faire une nation prospère et pleine d'avenir. Grâce à des mesures comme l'assurance-chômage, l'aide sociale, les services sociaux, les prestations pour enfants, les pensions universelles de retraite et un réseau national de collèges et d'universités facilement accessibles, notre pays est devenu l'un des porte-étendard de valeurs progressistes.

La médaille de la sécurité sociale a deux côtés. D'un côté, il y a les dépenses fédérales directes affectées aux programmes fédéraux et aux programmes sociaux conjoints fédéraux-provinciaux-territoriaux. D'après le document de travail, les programmes à l'étude auront coûté au fédéral 38,7 milliards de dollars en 1994-1995. De l'autre côté, il y a les dépenses fiscales fédérales qui accordent des prestations sociales aux Canadiens et aux Canadiennes par le truchement du système d'impôt sur le revenu. Comme l'indique le dernier rapport du vérificateur général du Canada:

Le gouvernement peut aussi atteindre des objectifs politiques par l'entremise du système fiscal et exempter certaines personnes du paiement d'impôt par l'exclusion d'éléments du revenu imposable, des déductions, des crédits d'impôt ou des reports. Étant donné que ces mesures constituent souvent une autre forme d'aide gouvernementale, dont les répercussions financières sont les mêmes que celles des dépenses directes, elles sont désignées sous le nom de dépenses fiscales⁴.

Parallèlement aux dépenses directes, les dépenses fiscales représentent une caractéristique budgétaire importante du système de sécurité sociale. Les dépenses fiscales résultent de dispositions spéciales dans les lois sur l'impôt, qui accordent un régime préférentiel à certains individus et groupes dans des circonstances particulières ou qui exercent un certain type d'activité. On les utilise fréquemment pour encourager des activités sociales, comme l'épargne-retraite ou les placements, ou pour aider différents groupes cibles comme les personnes âgées ou les personnes handicapées.

Le *Caledon Institute of Social Policy* estime que les coûts pour le gouvernement fédéral des dépenses fiscales à caractère social se sont élevés à 36 milliards de dollars en 1992, et à 53 milliards de dollars quand on calcule ensemble les pertes de revenu pour le gouvernement fédéral et les provinces.

⁴ *Rapport du vérificateur général*, Ottawa, Approvisionnements et Services Canada, 1994, Vol. 3, p. 6-22

nationale signifie «l'édification de liens communs entre différents secteurs territoriaux, groupes linguistiques et cultures régionales. Les programmes sociaux universels sont importants dans ce contexte, car ils représentent pour les Canadiens un des rares éléments de mutualité, un aspect important de nos vies qui est partagé, indépendamment de la langue parlée ou de la région habitée»². Quant à l'objectif de redistribution, le système canadien de sécurité sociale était axé, du moins jusqu'aux années 1960, sur la justice horizontale; les ressources étaient transférées «des travailleurs aux sans-emploi, des bien-portants aux malades, des jeunes aux personnes âgées, et ainsi de suite»³. Durant les années 1960 et 1970, on s'est mis à accorder plus d'importance à la justice verticale, c'est-à-dire à l'amoindrissement des inégalités entre riches et pauvres, au moyen de suppléments de revenu et de crédits d'impôt, en même temps qu'on s'efforçait de réduire les disparités entre régions et provinces.

Encadré 1 : Les programmes de sécurité sociale au Canada

Outre la Sécurité de la vieillesse, le Supplément de revenu garanti, le Régime de pensions du Canada et l'appui fédéral au régime de santé, dont aucun n'est visé par le présent examen, les plus importantes composantes fédérales sont les suivantes :	• le Régime d'assurance-chômage, instauré en 1942 puis élargi considérablement en 1971	• les Prestations pour enfants, principalement la Prestation fiscale pour enfants (y compris le Supplément du revenu gagné), qui ont remplacé les Allocations familiales et d'autres mesures fiscales en 1993	le Régime d'assistance publique du Canada, créé en 1966 pour appuyer les provinces en matière d'aide sociale et de services sociaux	Source : <i>La sécurité sociale dans le Canada de demain</i> , Développement des ressources humaines Canada octobre 1994, p. 12.
le Programme canadien de prêts aux étudiants, lancé en 1964	• l'aide fédérale à l'enseignement postsecondaire, qui prend la forme de transferts aux provinces (au titre du Financement des programmes établis) et qui a rapidement pris de l'ampleur après l'adoption d'une nouvelle loi en 1967)			
le Programme de réadaptation professionnelle des personnes handicapées, lancé en 1961	• l'aide fédérale en matière d'emploi, qui a rapidement pris de l'expansion en raison d'une adoption en 1967, et plus récemment sous la forme de l'utilisation des fonds de l'assurance-chômage à des fins productives et de la Planification de l'emploi.			

Le système canadien de sécurité sociale s'est avéré fructueux en général. Le Comité fait sienne cette déclaration tirée du document de travail :

² Keith Banting, «Visions of Welfare State», dans Shirley B. Seward (Ed.) *The Future of Social Welfare Systems in Canada and the United Kingdom*, Halifax, The Institute for Research on Public Policy, 1987, p. 151.

³ *Ibid.*, p. 152.

doit pas empêcher toutes les parties concernées de collaborer pour améliorer le régime actuel de sécurité sociale.

Le chef national de l'Assemblée des premières nations, M. Ovide Mercredi, l'a bien fait ressortir dans l'exposé qu'il a donné devant le Comité :

Il importe de noter d'entrée de jeu que, dans le débat entourant la réforme de la sécurité sociale, rien dans les propositions avancées n'est de quelque façon conçu pour remplacer le règlement des revendications juridiques, constitutionnelles ou territoriales et de celles concernant les droits issus de traités et le droit inhérent à l'autonomie gouvernementale des autochtones. Ces propositions sont simplement des solutions de rechange au cadre actuel des programmes d'aide sociale des Premières nations.

Le Comité est convaincu que toute modernisation de notre système de sécurité sociale doit tenir compte des réalités et des exigences des années 1990. Dans le présent chapitre, nous étudierons l'évolution de la conjoncture économique et sociale dans laquelle s'inscrit le régime de sécurité sociale du Canada.

LE SYSTÈME CANADIEN DE SÉCURITÉ SOCIALE AUJOURD'HUI

Entre les années 1940 et 1970, le système canadien de sécurité sociale est devenu un énorme et complexe régime de programmes fédéraux, provinciaux et territoriaux, de programmes mixtes fédéraux-provinciaux / territoriaux et de programmes provinciaux-municipaux (encadré 1). À lui seul, le volet sécurité sociale comprend plus d'une centaine de régimes de prestations versées à la population canadienne.

Le système de sécurité sociale a toujours eu pour mission de protéger les individus et les familles contre la perte de leur revenu; à cette protection s'ajoutent différents services publics de santé, d'éducation, de logement et de services sociaux. L'adoption de l'assurance sociale et des cotisations sociales à cette époque a été un point tournant dans la politique sociale. Dans ce système, les risques individuels sont assumés par la collectivité, et les ressources de la collectivité sont mises en commun; un système d'administration publique permet d'accorder une aide au revenu des gens pour leur aider à faire face aux risques et imprévus du chômage, de l'invalidité et de la maladie.

Le système canadien de politique sociale a été conçu à l'origine en fonction de trois objectifs : la sécurité, l'identité nationale et la redistribution. Au Canada, l'objectif consistant à forger une identité

programmes sociaux, l'assurance-chômage par exemple, était primordiale dans une stratégie de l'emploi. Il y a aussi ceux qui attribuent le chômage aux politiques budgétaires, monétaires et commerciales du gouvernement, en particulier son obsession du déficit, et qui pensent qu'il suffirait de modifier ces politiques pour rendre superflue la réforme envisagée.

Concernant le déficit, les témoins ont été nombreux à soupçonner le gouvernement de vouloir réformer les programmes sociaux dans le seul but de réduire le déficit. Le Comité s'est fait dire : « Ne faites pas vos économies sur le dos des pauvres et des chômeurs ». On nous a encouragés plutôt à emprunter d'autres avenues pour réduire le déficit, par exemple une réforme fiscale et la réduction des taux d'intérêt qui coûtent si cher au gouvernement pour le financement de la dette et qui, dans l'esprit de certains témoins, sont directement liés aux profits des banques et des grandes entreprises.

Peu importe leur perception des politiques budgétaires et économiques du gouvernement, les témoins ont avancé toutes sortes de motifs pour justifier la réforme du système de sécurité sociale du Canada. Le plus impérieux est peut-être la recherche de solutions au problème de plus de 1,1 million d'enfants canadiens qui vivent sous le seuil de pauvreté. Les témoins sont revenus à maintes reprises sur l'humiliant rapport de 1993 de la Commission des Nations Unies sur les droits économiques, sociaux et culturels et sur le rapport de Campagne 2000 concernant les conditions de vie des enfants pauvres au Canada. Le fait que cette statistique soit associée au nombre croissant de familles monoparentales au Canada, la majorité étant dirigée par des femmes, a été dit et redit.

Les conditions pitoyables dans lesquelles vivent les autochtones du Canada sont tout aussi déshonorantes, pour les Canadiens qui ont une conscience sociale, que la pauvreté chez les enfants. Pour de nombreux témoins, l'impératif absolu de la réforme de la sécurité sociale doit être d'aider les pauvres du Canada, que ce soit les gagne-petit ou ceux qui vivent d'une forme quelconque d'aide sociale, à retrouver un peu de dignité et d'autonomie pour eux et pour leurs enfants. En outre, on nous a bien fait comprendre qu'il fallait trouver de meilleures façons d'aider les personnes handicapées à s'épanouir. Les jeunes ont pour leur part besoin de sentir qu'ils ont vraiment de bonnes chances de s'instruire, d'acquiescer des compétences et de travailler.

Les autochtones ont été presque unanimes à dire que la réforme de la sécurité sociale était inextricablement liée au droit inhérent à l'autonomie gouvernementale. Le Comité prend bonne note de cette observation et convient de l'importance de cette question pour les groupes autochtones. L'étude de questions concernant l'autonomie politique des autochtones outrepassa le mandat du Comité, mais celui-ci estime néanmoins que cela ne

L'ÉVOLUTION DE LA CONJONCTURE ET LE CONTEXTE DE LA RÉFORME

En rendant public le document *La sécurité sociale dans le Canada de demain*, le ministre du Développement des ressources humaines a rappelé la ferme intention du gouvernement canadien de réformer le système canadien de sécurité sociale. Voici d'ailleurs ce que dit l'introduction du document de travail :

Le statu quo n'est pas possible. Les changements qui ont touché notre économie, nos familles, nos milieux de travail, nos collectivités et notre situation financière collective sont si profonds que nous ne pouvons plus nous contenter de retoucher nos politiques et programmes sociaux. C'est tout le système de sécurité sociale du Canada qui doit être corrigé.

Le système de sécurité sociale du Canada a-t-il vraiment besoin d'être corrigé? Et pourquoi? La population canadienne voit-elle les problèmes qui justifient une réforme de la même manière que le gouvernement fédéral? Les propositions contenues dans le document de travail représentent-elles vraiment une réforme? Voilà les questions qui occupaient les pensées de bon nombre des Canadiens qui sont venus témoigner devant le Comité.

En même temps, les témoins faisaient un rapprochement entre le système de sécurité sociale et l'état des finances canadiennes. Beaucoup ont demandé si c'était le système social qui devait être corrigé, ou l'économie. Pour certains, c'est la faiblesse de l'économie des dernières années qui fait pression sur le système de sécurité sociale. D'autres, au contraire, pensent que ce sont les particularités de notre système de sécurité sociale qui entravent l'économie.

La question de l'emploi était toujours au centre de l'équation entre l'économie et la sécurité sociale. «Avoir un emploi, c'est le meilleur programme social qui soit»; cette phrase nous l'avons entendue à maintes reprises. D'après de nombreux témoins, on a tort d'envisager une réforme de la politique sociale en l'absence d'une stratégie efficace de création d'emplois; ils reprochaient au document de travail de passer rapidement sur les mesures que le gouvernement entend prendre pour créer des emplois. Certains ont même mis en doute l'existence d'une stratégie gouvernementale. D'autres encore ont soutenu que la réforme de certains

nation. C'est en partie cette volonté, et les avantages qui en découlent, qui expliquent pourquoi les Nations Unies considèrent que le Canada est le pays au monde où il fait le mieux vivre.

Les valeurs et les principes énoncés ci-dessus donnent un sens plus riche à nos vies, ils favorisent la cohésion sociale et nous rendent fiers de notre pays et de ses accomplissements. La stratégie gouvernementale de création et de développement d'emplois, y compris la réforme des programmes sociaux du Canada, doit continuer de s'épanouir dans le respect de ces valeurs.

de pauvreté infantile au Canada sont déshonorants, comme l'ont fait remarquer de nombreuses instances, dont les Nations Unies.

La deuxième priorité doit être accordée au développement communautaire durable et à la coordination des mesures touchant la formation, les débouchés professionnels locaux et les mesures de création d'emplois. De l'avis du Comité, il faut affecter des ressources au développement communautaire durable en veillant à ce que la collectivité participe à l'évaluation des besoins locaux et à la recherche de solutions, surtout en matière de formation.

Le Comité est conscient des impératifs créés par la dette et le déficit. Si nous ne reprenons pas le contrôle de notre situation financière, nous n'aurons bientôt plus les moyens de financer des programmes sociaux de qualité. C'est pourquoi la refonte des programmes sociaux et les solutions aux besoins sociaux pressants doivent se faire par la réaffectation des ressources, non par de nouvelles dépenses ou de nouvelles hausses de taxes.

Au sujet des impôts, le Comité a été frappé par le nombre élevé de Canadiens qui pensent qu'il y a des inégalités criantes dans notre régime fiscal. De l'avis du Comité, les Canadiens et les Canadiennes accepteront une réforme de la politique sociale seulement s'ils sont convaincus qu'elle s'appliquera à tous sans exception et que les sacrifices qu'il faudra consentir pour réduire le déficit toucheront également tous les membres de la société. Nous croyons donc important de procéder, parallèlement à la réforme d'autres programmes sociaux, à un examen des dépenses fiscales à vocation sociale. Nous avons une occasion exceptionnelle d'arriver à un système global où les dépenses sociales directes seront coordonnées avec les dépenses sociales indirectes par le système fiscal.

Le Comité réaffirme que l'égalité des chances doit s'inscrire dans nos aspirations sociales, pour répondre autant à notre besoin collectif de bien-être qu'à des impératifs économiques concrets. Les études de l'Organisation de coopération et de développement économiques (OCDE) indiquent en effet que les sociétés plus justes enregistrent un meilleur taux de croissance économique et de croissance de la productivité que les sociétés moins justes. Les économistes sont de plus en plus nombreux à souligner cette réalité importante¹. De plus, en période de récession, les dépenses sociales atténuent sensiblement l'effet des aléas de l'économie. L'équité et la compassion ont toujours été des valeurs primordiales pour les Canadiens et les Canadiennes, et ces valeurs ont de toute évidence porté des fruits économiques, tout en enrichissant le caractère et la cohésion de notre

¹ Voir par exemple «Inequality: How the growing gap between rich and poor in America is hurting the economy», dans *Business Week*, 15 août 1994, et «Inequality: For Richer, For Poorer», dans *The Economist*, 5 novembre 1994.

choisir les réformes à faire, surtout en période de restrictions financières, il devra faire preuve de beaucoup plus de discernement. Et le Comité s'est rendu compte que les Canadiens ont des opinions aussi inébranlables que divergentes sur la question.

Une chose est certaine, cependant : quelle que soit la direction dans laquelle le gouvernement orientera la réforme, les Canadiens tiennent à y participer. Partout au pays, ils ont le très fort sentiment que les programmes sociaux et les valeurs qu'ils représentent leur appartiennent. Le gouvernement ne doit donc pas renouveler nos programmes sociaux sans eux. C'est peut-être pour cela que les membres de notre Comité se sentent profondément honorés et privilégiés, comme parlementaires, d'avoir participé à cette mission. Nous croyons que la réforme de nos programmes sociaux sera un processus permanent. Le débat est donc loin d'être terminé. Nous aimerions que l'on voie dans le présent rapport une relation des opinions des témoins que nous avons entendus, et que nous entendrons au fur et à mesure que nous progresserons dans cette importante entreprise, quant au changement de cap que le gouvernement fédéral et les Canadiens devraient envisager.

La politique sociale du gouvernement fédéral devrait en fin de compte favoriser la participation et la contribution à part entière des individus, des familles et des collectivités à la société canadienne. Cet objectif incarne les aspirations, les capacités et les différences culturelles des Canadiens et des Canadiennes. Le gouvernement est appelé à jouer un nouveau rôle social qui consistera à investir dans le capital humain, à favoriser l'inclusion de tous les groupes et à trouver des solutions innovatrices aux problèmes de sécurité sociale.

C'est ainsi que le Comité reconnaît que les peuples autochtones du Canada ne sont pas un groupe homogène. Il existe une diversité d'expérience, de culture et d'aspirations autant parmi les Métis, les Inuit et les Indiens inscrits et non inscrits qu'entre eux. Leur habitat contribue à cette diversité, c'est-à-dire le fait qu'ils vivent en milieu rural, dans une réserve ou non, dans un village inuit ou métis, dans une région isolée dans le Nord ou encore en milieu urbain.

Nous appuyant sur nos entretiens avec les Canadiens et les Canadiennes et après mûre réflexion, nous avons conclu que nos trois grands thèmes retenus — répondre aux besoins des enfants du Canada, valoriser le capital humain, améliorer la sécurité et l'équité — constituent un bon cadre de priorités pour le renouvellement des programmes sociaux au Canada. Le Comité estime que la réforme de la sécurité sociale doit comprendre en toute première priorité un plan détaillé et énergique pour combattre la pauvreté chez les enfants du Canada et améliorer leur qualité de vie. Les taux

Le ministre de la Justice, Allan Rock, a toujours soutenu lui aussi combien les appuis sociaux (le logement, l'emploi, les soins de santé) sont déterminants pour la prévention de la criminalité :

L'appareil judiciaire ne permettra jamais à lui seul d'apaiser les craintes des Canadiens et des Canadiennes au sujet de la violence dans les rues. Il y a un lien direct entre le fait qu'un enfant ait suffisamment à manger ou non et sa conduite à l'école ou dans la rue. (Edmonton Sun, 1^{er} janvier 1995, p. N20)

La sécurité dans les foyers et dans la rue sera une conséquence directe de notre capacité de protéger mais aussi d'améliorer notre système de programmes sociaux. Même si le document de travail n'aborderait pas les programmes pour personnes âgées, plusieurs groupes d'âînés sont venus témoigner, d'autres groupes ont aussi abordé la question des régimes d'épargne-retraite et des pensions. Des personnes âgées, qui ont grandi dans les années 1920 et 1930, à une époque où le système moderne de sécurité sociale n'existait pas, nous ont rappelé l'importance historique des programmes sociaux. Elles sont inquiètes pour l'avenir de tous les Canadiens, pour leurs enfants, leurs petits-enfants, leurs amis et leurs voisins, et ont insisté sur l'importance de maintenir une protection sociale complète. Même si le Régime de pensions du Canada (RPC) et le Régime des rentes du Québec (RRQ) ne sont pas visés par le document de travail, des témoins nous ont rappelé que les pensions d'invalidité versées par le RPC ou le RRQ sont une source importante de revenus pour les personnes handicapées. On nous a dit également que les règles d'admissibilité aux prestations d'invalidité du RPC dissuadaient les gens de retourner sur le marché du travail ou même de faire du bénévolat régulièrement.

Les témoins ont soulevé des points qui n'étaient pas traités dans le document de travail. Ils portent sur la création d'emplois et le développement économique communautaire, la justice fiscale et les dépenses fiscales à caractère social. Le Comité a aussi entendu des témoins qui disent combien il est important d'incorporer dans nos propositions de réforme les problèmes propres aux autochtones, aux femmes, aux handicapés et aux membres des groupes ethniques et des minorités. Ces problèmes et ces besoins sont essentiels à la réforme des programmes sociaux du Canada, et c'est pourquoi ils apparaissent dans notre rapport.

ORIENTATIONS ET PRIORITÉS

Le Comité a constaté que si les Canadiens sont viscéralement attachés aux programmes sociaux, ils le sont beaucoup moins au statu quo. Sous ce rapport, le gouvernement fédéral a correctement interprété leur humeur lorsqu'il a proposé de réformer en profondeur le système actuel. Mais pour

d'impôt. D'éminents spécialistes de la politique sociale canadienne, comme le *Caledon Institute of Social Policy*, ont vigoureusement soutenu devant le Comité, et dans d'autres cénacles, que pour être exhaustif, l'examen de la sécurité sociale au Canada devrait logiquement porter aussi sur les dépenses fiscales à des fins sociales. Ces points de vue ont convaincu le Comité du bien-fondé d'examiner aussi ces dépenses.

ENVERGURE DE NOTRE RAPPORT

Le document de travail examine des réformes dans trois grands secteurs : l'emploi, l'acquisition du savoir et la sécurité, ce qui recouvre les programmes d'emploi, l'assurance-chômage, l'éducation postsecondaire, le soutien du revenu pour les enfants et les familles, et les services sociaux s'adressant à plusieurs groupes clients. Les questions relatives aux programmes sociaux des personnes âgées et au régime de soins de santé n'y sont pas traitées. Même en respectant les limites imposées par le document, la sécurité sociale occupe un champ très vaste. Ensemble, ces programmes représentaient, en 1992, des dépenses fédérales directes de 37,8 milliards de dollars. Certains d'entre eux, comme le Régime d'assurance-chômage et les prestations fiscales pour enfants, entraînent des paiements directs aux particuliers. D'autres, comme le Régime d'enseignement postsecondaire, prévoient des transferts aux provinces. En tant que Comité, nous sommes conscients que les programmes sociaux visés par notre examen relèvent en bonne partie de la compétence des gouvernements provinciaux. La consultation n'a certainement pas été une affaire toute simple. Ce que les Canadiens et les Canadiennes avaient à dire ne correspondait pas toujours à notre mandat ou au document de travail. Plusieurs personnes et groupes ont souligné le lien étroit qui existe entre le travail, la santé et le bien-être personnel. On nous a dit que beaucoup de facteurs, outre les soins de santé, contribuent à la santé des populations : des bonnes conditions de travail, l'égalité et l'équité, un revenu et un logement convenables, l'alphabétisation. Les autochtones ont beaucoup insisté sur l'importance d'adopter une approche holistique.

Le Conseil national de la prévention du crime a attiré notre attention sur le lien de causalité directe entre des programmes sociaux efficaces et la prévention de la criminalité.

Avant de perturber les grandes structures sociales, il est important de connaître l'impact de ces structures sur les facteurs qui influencent la criminalité. Nous savons que la situation financière, les expériences en bas âge, les amis et l'école peuvent avoir des répercussions sur la délinquance juvénile et plus tard sur la criminalité.

On trouve à l'annexe G l'analyse sommaire des quelque 25 000 réponses reçues.

Le Comité a également rencontré le Groupe consultatif sur le temps de travail et la répartition du travail ainsi que le Groupe d'étude chargé du travail saisonnier et de l'assurance-chômage et il a pris connaissance de leurs travaux; ces deux groupes ont été créés en 1994 par le ministre du Développement des ressources humaines, Lloyd Axworthy, dans le but de présenter des recommandations générales sur ces questions.

Nous sommes très conscients, au Comité, de la responsabilité qui est la nôtre. La mission du Comité a été de donner à la population canadienne la possibilité de participer au renouvellement de son système de sécurité sociale; d'entendre les témoignages et les opinions des particuliers, des groupes et des gouvernements; de faire une synthèse des résultats de cette vaste consultation et de ce dialogue; et, finalement, de proposer les paramètres d'une politique sociale canadienne pour le XXI^e siècle.

Dans sa reconsidération du contrat social, le Comité s'est arrêté aux nouveaux problèmes mais aussi aux problèmes de longue date qu'affrontent les Canadiens. Le dialogue sur la réforme de la politique sociale se poursuivra : le rapport suscitera d'autres débats sur la scène publique; le ministre répondra et il proposera des mesures; des négociations avec les provinces et les territoires seront entamées; dans les collectivités, les intervenants seront consultés; un projet de loi sera présenté au Parlement — tout cela fait partie du processus de réforme. Dans ce processus, le rôle du Comité est d'aider à interpréter le consensus public, de clarifier les enjeux et d'en examiner les interactions, et d'influencer l'envergure et la teneur du débat.

Nous ne saurions décrire le cadre dans lequel notre Comité a évalué les suggestions faites dans le document de travail sans dire franchement aux Canadiens les programmes sociaux que nous devons examiner et ceux auxquels nous ne devons pas toucher. Comme nous le verrons au chapitre III, où nous rapportons ce que le Comité a entendu, les Canadiens ont des idées arrêtées et divergentes de ce sur quoi l'examen de la politique sociale devrait ou ne devrait pas porter, sans parler des orientations que devrait prendre la discussion. Comme on peut le lire dans l'introduction au document de travail, l'examen porte sur des programmes qui visent des Canadiens de tous âges, de leur naissance à leur mort. Les programmes conçus à l'intention des personnes âgées, comme le Programme de sécurité de la vieillesse et le Régime de pensions du Canada, en sont exclus.

L'examen ne porte pas non plus sur ce qu'il est convenu d'appeler les «dépendances fiscales à des fins sociales», c'est-à-dire les transferts implicites aux particuliers et aux familles sous forme de crédits ou de déductions

d'associations nationales et locales. Les membres du Comité ont sillonné le Canada pendant cinq semaines entre le 12 novembre et le 17 décembre, s'arrêtant dans 24 villes et villages de toutes les provinces et territoires pour y tenir des audiences. Nous avons entendu un échantillon représentatif de groupes locaux et provinciaux et de nombreuses personnes parlant à titre individuel. On avait prévu l'audition d'exposés officiels à tous les arrêts, mais la population pouvait également s'entretenir avec le Comité. Pour chaque journée d'audience, deux périodes étaient réservées au grand public, ce qui donnait habituellement à une dizaine de personnes la chance de s'exprimer et de faire enregistrer leur point de vue auprès du Comité. La plupart des exposés étaient précis, animés et intéressants. À certains endroits, des membres du Comité se sont rendus dans différents lieux publics : locaux de syndicats, centres d'emploi, banques d'alimentation. Ces visites sur le terrain nous ont donné une occasion supplémentaire de rencontrer des clients, des travailleurs de première ligne et des fournisseurs de soins, et de discuter avec eux de l'impact qu'une réforme des programmes sociaux aurait sur eux.

Les programmes qui constituent le filet de sécurité sociale font indubitablement la fierté des Canadiens, comme en font foi les mémoires que nous avons entendus. Ils sont non seulement un facteur sous-jacent de la nature civile et bienveillante de la société canadienne, mais une caractéristique par laquelle notre nation se définit. Il est donc naturel que les réformes proposées par le gouvernement aient suscité chez nos témoins des réactions vives, pour ne pas dire passionnées.

Certains d'entre eux se sont écartés du mode de comparaison habituel et nous ont fait part de leur avis en le chantant ou en l'exprimant dans des représentations visuelles ou théâtrales. En effet, à l'approche du temps des Fêtes, quelques-uns ont adapté des chants de Noël pour nous communiquer leurs vues. Il est également arrivé que nos délibérations soient temporairement perturbées par des manifestations. Mais en général, les Canadiens se sont montrés courtois et soucieux de se faire entendre par le Comité.

Au total, nous avons reçu durant la deuxième étape plus de 1 200 mémoires individuels et collectifs sous forme d'imprimés, d'enregistrements audio ou vidéo, ou de disquettes. L'annexe B énumère les personnes et les organismes qui ont présenté un mémoire officiel. Le Comité a entendu 637 témoins à cette étape des consultations. En outre, plus de 200 députés ont organisé ou commandité des réunions locales, qui nous ont aussi permis de prendre le pouls de la collectivité à propos de la réforme de la sécurité sociale. Le ministère du Développement des ressources humaines avait préparé un cahier de consultation, *Qu'en dites-vous?*, qui était une autre formule pour savoir ce que la population canadienne pensait des solutions proposées dans le document de travail. Le cahier décrivait les choix possibles et posait des questions sur des feuilles détachables à envoyer au ministère.

Instaurer un climat financier sain, décrivant l'état actuel de l'économie canadienne et des finances du gouvernement fédéral. Ce dernier document invitait les Canadiens à suggérer des moyens de réduire le déficit fédéral. Parallèlement, le ministre des Affaires intergouvernementales et ministre chargé du Renouveau de la fonction publique procédait à un examen interne de tous azimuts de l'ensemble des programmes et activités fédéraux afin de trouver des façons de réduire les dépenses du gouvernement et normaliser ses opérations.

À la fin de novembre 1994, le ministre de l'Industrie a publié un document — *L'innovation : la clé de l'économie moderne* — qui énonce un train de mesures et de stratégies plus spécifiques favorisant la croissance économique et la création d'emplois au Canada.

Par ailleurs, d'autres ministères du gouvernement du Canada ont procédé à des études et autres activités portant sur diverses facettes de l'examen de la sécurité sociale. En effet, le ministre de la Justice et la secrétaire d'État (Situation de la femme) examinent toute la question des pensions alimentaires pour enfants. De son côté, la secrétaire d'État (Formation et jeunesse) a tenu une vaste consultation parmi les peuples autochtones du Canada au sujet des répercussions de la réforme du système de sécurité sociale pour les Premières nations.

DEUXIÈME ÉTAPE DE NOTRE TRAVAIL

Dans un deuxième temps, le Comité a voulu consulter la population à propos des choix présentés dans le document de travail, avant de recommander des mesures de réforme.

Pour respecter notre mandat et présenter un rapport final au Parlement le 6 février 1995, il nous a fallu entreprendre un programme de consultations rigoureux et exigeant. Nous nous sommes fiés aux idées et à l'information contenues dans les mémoires et à l'état actuel des connaissances sur les programmes et les enjeux. À l'instar des milliers de Canadiens et de Canadiennes qui ont participé au processus de réforme jusqu'à maintenant, les membres du Comité ont parcouru beaucoup de chemin en très peu de temps. Malgré des échéances très serrées, le Comité a réussi, grâce à la nouvelle technique des vidéoconférences et aussi à un début d'hiver particulièrement clément, à mener sur les programmes de sécurité sociale au Canada une série de consultations publiques parmi les plus importantes jamais réalisées par les comités parlementaires fédéraux.

Le Comité a tenu des audiences publiques à Ottawa en octobre et en décembre 1994, de même qu'en janvier 1995, lors desquelles il a entendu les témoignages d'autorités ministérielles, de spécialistes et de porte-parole

système de sécurité sociale était un «exercice national de remue-ménages», qui a amené la population canadienne à participer à l'établissement de bases pour le travail subséquent. Les Canadiens et les Canadiennes ont montré, par la ferveur de leurs témoignages, qu'ils sont très fiers des programmes sociaux du Canada et qu'ils y tiennent farouchement. De toute évidence, tout changement apporté doit refléter les valeurs profondes des Canadiens et des Canadiennes.

DOCUMENT DE TRAVAIL DU GOUVERNEMENT : EMPLOI ET CROISSANCE

Le document de travail n'est pas un plan d'action rigoureux; il esquisse plutôt les directions et les choix qui s'offrent au gouvernement fédéral pour la modification de certains programmes sociaux. Le document s'attache à la dimension fédérale du système, et plus particulièrement aux secteurs de l'emploi, de l'acquisition du savoir et de la sécurité. Les programmes visés sont l'assurance-chômage, les services de développement de l'emploi, les services de garde d'enfants et l'aide fédérale accordée aux personnes handicapées, l'enseignement postsecondaire, l'aide sociale et les services sociaux. Une question fondamentale y est posée : Comment améliorer les perspectives d'emploi des Canadiens et des Canadiennes? Le document décrit quelques-uns des programmes clés du système en vigueur, il recommande une restructuration en profondeur des programmes sociaux, et propose des priorités et des solutions de réforme afin de stimuler le débat dans la population canadienne.

Entre la fin d'octobre 1994 et tout au long de janvier 1995, le gouvernement fédéral a publié une série de documents d'information pour donner au Comité et à la population canadienne plus de détails sur le contexte de la réforme et sur le système de politique sociale en vigueur, ainsi que des analyses détaillées des choix décrits dans le document de travail. On y trouve des renseignements sur les programmes et les groupes clients importants, des statistiques et des analyses de politiques. Ces documents sont énumérés à l'annexe D, et on peut en obtenir copie auprès du ministère du Développement des ressources humaines.

L'examen de la sécurité sociale au Canada n'est qu'un des éléments de l'étude quadripartite portant sur les finances et les priorités du gouvernement, telles que le Premier ministre les a décrites, le 18 septembre 1994, dans le document intitulé *Programme : emploi et croissance*.

Le 17 octobre 1994, le ministre des Finances a déposé un document intitulé *Un nouveau cadre de la politique économique*, qui propose un cadre général dans lequel appliquer nos politiques afin de soutenir la croissance économique du Canada. Ce document a été suivi d'un autre document,

c'est réparer les maillons faibles de notre système. La réforme des programmes sociaux, c'est aussi mieux protéger le capital humain en combattant la pauvreté chez les enfants, c'est améliorer les services de développement de l'emploi, assurer des garderies de qualité, favoriser l'accès à une scolarisation plus poussée et à l'acquisition continue du savoir, et adopter des lignes directrices et des programmes de vie autonome pour les personnes handicapées.

Le ministre du Développement des ressources humaines a invité les Canadiens et Canadiennes à prendre part au débat en communiquant avec leur député, en répondant à des questionnaires-consultation, en prenant connaissance de documents de travail, en participant à des vidéocoférences, des forums, des assemblées locales, des séminaires et des colloques sur les orientations partout au pays. Toutes les opinions ont été enregistrées et compilées, et le résultat est concentré dans le présent rapport.

PREMIÈRE ÉTAPE DE NOTRE TRAVAIL

Le Comité permanent a procédé en deux étapes. Dans un premier temps, il a tenu une série intensive d'audiences publiques à la fin de février et au début de mars 1994 à Ottawa et, par vidéocoférences, dans cinq autres villes (Edmonton, Sarnia, Sydney, Québec et Vancouver). C'était la première fois au Canada qu'un comité parlementaire recourait à la technologie des vidéocoférences pour consulter la population, un procédé qui s'est avéré efficace et rentable. S'inspirant des 200 mémoires qu'il a reçus durant cette première étape, le Comité a rédigé un rapport intermédiaire sur les préoccupations et les priorités de la population canadienne au sujet de la sécurité sociale et de la formation, qu'il a déposé le 25 mars 1994.

Comme le mandat du Comité à cette étape était d'écouter la population canadienne, le rapport intermédiaire ne contient pas de recommandations, mais plutôt certains principes de base pour la réforme que le Comité a jugé bon de retenir afin d'orienter les prochaines étapes de son étude. De cette première ronde de consultations s'est dégagé un message clair et fort sur l'urgence de réformer le système de sécurité sociale du Canada. Les programmes sociaux nous ont bien servis dans le passé, mais les Canadiens nous ont dit que le temps était venu de revoir complètement la manière dont nous nous entraînons. Trois priorités ressortent des témoignages entendus : les tensions de plus en plus fortes qui pèsent sur la famille canadienne et le nombre inacceptable d'enfants canadiens qui vivent dans la pauvreté; les horizons difficiles auxquels font face les jeunes Canadiens, d'où la nécessité de mieux les aider, particulièrement à faire la transition de l'école au monde du travail; enfin, les besoins des gens sans emploi ou sous-employés, surtout ceux qui sont touchés par les bouleversements de l'économie. Comme nous l'avons dit dans notre rapport intermédiaire, la première étape de l'examen du

INTRODUCTION

Le ministre du Développement des ressources humaines a lancé un des débats les plus fondamentaux et les plus exhaustifs de l'histoire contemporaine du Canada, par son allocution du 31 janvier 1994 à la Chambre des communes et la publication, le 5 octobre 1994, du document intitulé *La sécurité sociale dans le Canada de demain : document de travail*. En fait, comme il porte sur la meilleure façon de réinventer et de réformer le système de sécurité sociale du pays, ce débat concerne chaque Canadien.

Il était donc logique que le ministre invite toute la population canadienne à participer au débat. Il a ensuite confié à notre Comité le mandat de compiler toute l'information reçue, de l'analyser et d'en tirer un rapport qui serait présenté au Parlement du Canada et ainsi à toute la population canadienne.

Un mandat précis nous a finalement été fixé par le Parlement du Canada, qui nous a chargés «de procéder à de vastes consultations, de réaliser des analyses et de formuler des recommandations concernant la modernisation et la restructuration du système de sécurité sociale du Canada, en apportant une attention particulière aux besoins des familles avec enfants, aux jeunes et aux adultes en âge de travailler».

Le présent document constitue notre rapport à la population canadienne. Il est articulé autour de trois grands thèmes, des thèmes qui sont ressortis des témoignages des Canadiens et des Canadiennes, et qui à notre avis correspondent à une nouvelle vision de la politique sociale au Canada. Ces thèmes sont les suivants :

- répondre aux besoins des enfants du Canada;
- valoriser le capital humain;
- améliorer la sécurité et l'équité.

L'ensemble des prestations, des responsabilités et des obligations sociales au Canada — autrement dit, le système de sécurité sociale — est étroitement lié à la dynamique du pays, voire à son avenir. La modernisation et la restructuration du système de sécurité sociale sont des travaux qui vont bien au-delà d'une simple question de finances; c'est tenir compte des nouveaux emplois et améliorer l'accès à l'emploi; de la société, de l'économie et du monde du travail;

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Enfin, le président remercie tous ses collègues au Comité pour leur dévouement et leur persévérance tout au long des audiences.

Remerciements

Le Comité permanent du développement des ressources humaines a entrepris l'étude du système de sécurité sociale du Canada le 8 février 1994. Le présent rapport est l'aboutissement de la phase II des travaux du Comité, qui a donné l'occasion aux députés des deux côtés de la Chambre de voyager dans tout le pays et de s'entretenir avec la population canadienne à propos de cet important sujet. Au cours d'une des consultations les plus intensives jamais entreprises par un comité parlementaire, nous avons visité plus de vingt-deux villes en cinq semaines. Le Comité n'aurait pas pu réaliser son étude sans la coopération et le concours de nombreuses personnes.

Le président et les membres du Comité remercient tous ceux et celles qui ont participé aux consultations. Nous sommes reconnaissants au plus des six cents organisations et personnes qui ont comparu devant le Comité et aux centaines d'autres qui ont soumis des mémoires, pour leur intérêt et leur participation.

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Le Comité permanent du développement des ressources humaines

a l'honneur de présenter son

SEPTIÈME RAPPORT

Conformément à son Ordre de renvoi du mardi 8 février 1994, votre Comité a entrepris l'étude de la modernisation et de la restructuration du système de sécurité sociale du Canada.

L'Ordre de renvoi révisé du Comité précise qu'un rapport final doit être présenté à la Chambre, au plus tard le 6 février 1995.

Ordre de renvoi

Extrait des procès-verbaux de la Chambre des communes du mardi 8 février 1994 :

Ordonné,—Que le Comité permanent du perfectionnement des ressources humaines soit chargé de procéder à de vastes consultations, de réaliser des analyses et de formuler des recommandations concernant la modernisation et la restructuration du système de sécurité sociale du Canada, en apportant une attention particulière aux besoins des familles avec enfants, aux jeunes et aux adultes en âge de travailler;

Que le travail du Comité permanent soit réalisé en deux étapes : (i) la présentation, au plus tard le 25 mars 1994, d'un rapport intermédiaire sur les préoccupations et les priorités des Canadiens concernant la sécurité sociale et la formation, et les préparatifs pour la réception du Plan d'action du gouvernement et des changements proposés; (ii) la présentation d'un rapport final au plus tard le 30 septembre 1994, comprenant un examen du Plan d'action du gouvernement et des recommandations de réforme.

Ordre de renvoi modifié :

Extrait des procès-verbaux de la Chambre des communes du jeudi 6 octobre 1994 :

Ordonné,—Que, notwithstanding tout Ordre de la Chambre, le délai de présentation du rapport de la Phase II de l'Ordre de renvoi du Comité permanent du développement des ressources humaines en date du 8 février 1994 (Affaires émanant du gouvernement n° 4) soit reporté au 6 février 1995; et

Que le Comité soit habilité à autoriser la radiotélédiffusion de ses délibérations.

ATTESTE

Le greffier de la Chambre des communes
ROBERT MARLEAU

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(Quorum 8)

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Lucile McGregor

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Brenda Chamberlain
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Georgette Sheridan
Paddy Torsney
Tony Valeri

(Quorum 8)

Les greffiers du Comité

Luc Fortin
Lucile McGregor

Développement des ressources humaines

Human Resources Development

CONCERNANT:

RESPECTING:

Conformément à l'Ordre de renvoi de la Chambre en date du 8 février 1994, un examen de la modernisation et de la restructuration du système de sécurité sociale du Canada

Y COMPRIS:

INCLUDING:

Le Septième rapport à la Chambre

The Seventh Report to the House

TFÉMOINS:

WITNESSES:

(Voir à l'endos)

(See back cover)

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Les Canadiens, maîtres d'oeuvre du renouveau social



1995

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JUL 5 1995

